

**1960**

**GRAND JURY  
REPORTS**



**CITY AND COUNTY OF  
SAN FRANCISCO  
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CITY AND COUNTY OF SAN FRANCISCO

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JOHN G. DEN BESTEN, Foreman  
WILLIAM J. O'BRIEN, Secretary

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JOSEPH C. CONNELL	ROBERT A. LURIE
MRS. GRACE DUHAGON	JOSEPH P. MAZZOLA
PHILLIP N. GALLAGHER	DANIEL F. MCCARTHY
ABRAHAM B. JOHNSON, JR.	LOUIS J. ROCCA
RICHARD M. KING	WALTER H. SANDFORD
FERD H. LACHMAN	MAX SHERMAN
FELIX P. LASSALLE	JOHN W. SHERRY
CHARLES A. LUNDY	LEWIS H. SORINI
MRS. BERTHA L. VAN VLIET	

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Ralph A. Sheehan  
Consultant-Statistician

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(Ex-officio members of all committees)

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Walter H. Sandford  
Mrs. Bertha L. Van Vliet
2. Chief Administrative Officer  
Finance and Records  
Abraham B. Johnson, Jr. Chairman  
Daniel F. McCarthy  
Lewis H. Sorini
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22. Narcotics, Weights and Measures  
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GRAND JURY OF THE CITY AND COUNTY OF SAN FRANCISCO

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December 31, 1960

Honorable Clarence W. Morris  
Presiding Judge of the Superior Court  
City and County of San Francisco  
City Hall  
San Francisco, California.

Honorable Sir:

It is with deep regret that I note the passing of this year and with it the privilege of serving the City and County of San Francisco as foreman of the 1960 Grand Jury. I wish to state that I feel honored that you selected me as foreman and I respect the faith you placed in me. It has been a rewarding experience and one that I shall never forget.

The other grand jurors join with me in acknowledging the friendly cooperation and vigorous support you gave us, and that helped so much to make the tasks imposed upon us so much easier.

I would like to summarize for you some of the work accomplished by the 1960 Grand Jury, and to offer a few personal comments.

The office of the District Attorney, under the able direction of Thomas C. Lynch, presented, through the Chief Assistant District Attorney, Francis Mayer, approximately 209 criminal cases to the Grand Jury, and we returned approximately 242 indictments. Five cases, involving seven defendants, were presented on which the Grand Jury did not return indictments. There were 1,078 witnesses called who testified.

There was excellent attendance on the part of the grand jurors at 134 regular and special meetings.

During the course of this year of 1960 the members of the Grand Jury as a body were privileged to view the properties and to study, through personal contact, the activities of many City departments. Group visits were made as time and circumstances permitted.

At the invitation of Chief of Police Thomas Cahill, members of the Grand Jury attended a morning "show-up" or, as it is more commonly termed, "line-up." We were allowed to accompany the now celebrated "S" Squads on their nightly rounds in districts of high crime potential. The Department's crime laboratory was opened to us, where we could see for ourselves the immense amount of detailed work that is required to analyze and prepare exhibits for submission as evidence. We extend our deep appreciation to Chief Cahill and his Deputy Chief, Al Welder for the many courtesies shown to us in the course of our studies of their Department. We wish them every success in their all-important work.

Through the cooperation of the District Attorney's office, the Grand Jury was escorted through San Quentin Prison. While this institution is not part of our City government, nevertheless it was thought that a close look at one of our State penal establishments would be of educational value to us as grand jurors.



As a group we were conducted by Sheriff Matt Carberry through our two county jails, the better to acquaint ourselves with the operation of the Sheriff's department and to learn something of the custodial care of prisoners.

Chief William Murray of the Fire Department personally led us on a tour of his department. Under his guidance we were given an intensive indoctrination into the business of life saving and fire fighting. During the course of the tour we visited new fire stations and had an opportunity to see some of the newly acquired fire fighting apparatus which is part of a department modernization plan.

The record of tours of observation and study would be incomplete without mention of the inspection trip to Hetch Hetchy. Guided by Robert Kirkwood, Manager of Utilities, and Harry Lloyd, Chief Engineer, the Grand Jurors were given a comprehensive view of the water and power installations that represent San Francisco's investment in this vast system. We returned home satisfied that for the foreseeable future our water requirements are amply provided for. The ultimate electric power by-product will assist materially in liquidating the bonded indebtedness.

I should like to comment, in passing, that the committees of the Grand Jury were given every opportunity to study at close hand the departments in which their respective interests were centered. It is gratifying to me as foreman that in all instances they were received with genuine good will and unlimited assistance was accorded them to enable them to perform their designated inquiries.

I feel that it is incumbent upon me to highlight some of the accomplishments and recommendations of this 1960 Grand Jury, all of which are recited in detail in the accompanying committee reports. In particular we feel that the following situations should be investigated and corrected:

Treasurer's office: Additional space for safekeeping all bonds.

Retirement System: Investigative officers are urgently needed.

Chief Administrative Officer: Central machine accounting to streamline keeping records and accounts of all City departments.

Also, procedures to eliminate delay in issuing building permits.

Weights & Measures: A meter-testing tank must be acquired.

County Clerk-Recorder: Support of legislation necessary to enable county recorders to keep real property records in "block" books according to the location of the property.

Public Defender: Services of this office to be made available to indigent persons at the time of their arrest.

Perhaps it should be stated that this Grand Jury was one whose thinking has been directed toward new sources of revenue; as an example, this Grand Jury has gone on record as favoring a so-called hotel tax as proposed by Mayor George Christopher. Further, it solicits favorable consideration for a tax on out-of-town trucks engaged in making deliveries in San Francisco. This is a form of revenue in wide application elsewhere, and we believe it deserves something more than lip service from the responsible city officials. Another suggested source of revenue is a tax on pinball machines.



In this vein, the Grand Jury is of the opinion that City departments giving a particular service to our people should operate on a paying basis wherever possible. For instance, the revenue of the office of the county clerk could be increased by an upward revision of filing fees. This would require State legislation, but if it would result in taking the department off its tax subsidy the result would be worth while. The same applies to the office of the registrar in the matter of verifying signatures on initiative petitions. Here, too, State action would be necessary to relieve our taxpayers of this burden.

Viewing the added expense to the Municipal Railway occasioned by providing express service to Candlestick Park, this Grand Jury earlier in the year recommended increasing the express fare to 25¢. Subsequently, and acting upon that recommendation, the Public Utilities Commission adopted a 30¢ fare, to become operative in 1961.

The Grand Jury is firmly convinced that wherever existing tax leaks can be plugged, proper steps should be taken to relieve our ad valorem taxpayers of some of the tax burden.

The Grand Jury previously reported at length on the deplorable conditions existing at San Francisco General Hospital. Our conclusions were given wide publicity. One measure of relief was the adoption of a charter amendment providing for an administrator to operate the hospital system. The Grand Jury had expected that the person holding this new post would be answerable only to the Chief Administrative Officer of the City. In this we were disappointed. Since our initial report we have been critical of the delay in filling the new position. It is the fervent hope of the Grand Jury that with the advent of this change in 1961, a great improvement in the management of the hospitals will soon become evident.

The Grand Jury proposed some modifications in our library system. These proposals are detailed in the report of the Library Committee, which is included in this volume of reports.

Both the hospital and library situations are ones that are sadly in need of a major overhaul. It is my hope that the 1961 Grand Jury will continue to crusade against the prevailing conditions in both institutions in the expectation that some good will come of our bringing these matters to public notice.

There are certain recommendations in the report of the Juvenile Department that are timely and relevant. Conditions at the Detention Home are not good, to say the least. The staff lacks sufficient personnel, and in the building structural changes are needed. This department is concerned with the youth of our city, and it is our hope that the Grand Jury recommendations will be taken seriously and that steps will be taken to correct the existing deficiencies.

Touching upon the City's Utilities Department, the Grand Jury, in an interim report, stressed the need for a new yard and shops for the Water Department, citing the poor condition of the present facility on Bryant Street. I am pleased that the Public Utilities Commission agreed with us and took the initial step to acquire a site upon which a new yard and shops will be constructed.





The Municipal Railway has a continuing problem dealing with injury claims. Here is a field which, to the best of our knowledge, has not been explored in the search for a solution. The Grand Jury is making a recommendation in this regard which it hopes will be accepted in good faith and seriously studied. The Railway is heavily subsidized as a utility, and any reduction in injury claims will be reflected in the lowering of the subsidy. Also, while on the subject of the Railway's tax subsidy and possible ways to reduce it, it might be well to suggest that the present fare structure be subjected to a careful, unbiased analysis.

I have not touched upon all of the departments that were surveyed during our tenure of office; I have mentioned only a few in an attempt to pinpoint some of the more critical situations brought out in the reports appended hereto and included in this volume of reports.

I earnestly recommend that the individual reports be read carefully and studiously to the end that their contents be regarded as being the unbiased opinions of the committees under whose scrutiny the many comments, both critical and laudatory, and recommendations, whether timely or long range, are set down for the public record. It is my wish that they will be accepted with the good intent in which they are offered.

I would like to pay special tribute to our secretary, William J. O'Brien, who has served us so faithfully and so well during the course of this year's Grand Jury duty.

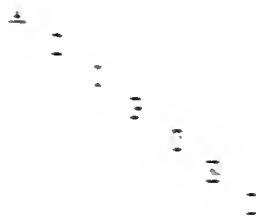
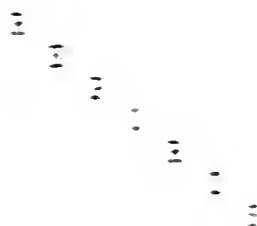
During the course of this year it was our sad duty to pay final respects to David F. Supple, who for so many years was the consultant to the Grand Jury. It was our good fortune to have a capable replacement in the person of Ralph A. Sheehan. We also wish to say to Mr. Joseph M. Cummins, Secretary of the Superior Court, how much we appreciate his personal assistance throughout the year.

In closing this letter, the members of the 1960 Grand Jury join with me in extending to you, Honorable Clarence W. Morris, sincere sentiments of thanks and appreciation for your kindness, sincerity, and patience during this year, and I know that you will want to join me in saying a personal thank you to the members of this Grand Jury for their very fine public spirited attitude demonstrated so well in their work on the Grand Jury.

Respectfully,

JOHN G. DEN BESTEN  
Foreman, 1960 Grand Jury







## NARCOTICS

This division of our Police Department is one that cannot be praised highly enough for their outstanding work in a very specialized field of crime prevention.

Headed by Lieutenant Leslie G. Dolan, a very capable man of many years' experience in all phases of police work, the Narcotic Bureau is staffed by a picked group of dedicated men determined to restrict and, eventually, if possible, to eliminate the traffic in illicit drugs in our city. As his right hand man, Lieutenant Dolan has Sergeant Frank Browne, who is in charge in the absence of the Lieutenant. The remainder of the staff consists of 6 inspectors, 4 assistant inspectors, and 9 patrolmen. In addition, this group is supplemented from time to time with undercover men whenever necessary.

San Francisco, being a seaport, is particularly vulnerable to narcotics contraband, it being virtually impossible for the United States Customs Service to intercept all smuggled drugs. Because of this, our Narcotic Bureau is sorely pressed in attempting to halt the activities of the known "pushers" and to apprehend and detain the addicts, thus making trafficking in illicit drugs a hazardous occupation.

Heroin is still the most commonly known drug smuggled in; but marijuana, being easier to obtain, presents the greatest problems. Users of this drug comprise the majority of arrests.

The Bureau now avails itself of Nalline tests as a narcotics control and deterrent. Administration of this drug will determine if the suspect has used a potent narcotic within the past 72 hours. The Nalline Clinic is being used constantly, and Lieutenant Dolan states that it has proved invaluable to him and his men.

Some of the statistics on the result of the work accomplished by the Bureau show that up to November of this year, 1015 cases were handled and 816 persons were arrested. The number of tests made at the Nalline Clinic reached a new high of 3315. The Bureau averages about 20 arrests per week, after a great deal of planning, research and effort on each case.

A new trend among drug users has started to plague the enforcers; this is the use of modern stimulants and hypnotics, the barbituates and other misdemeanor drugs.

This Committee was informed by Matthew O'Connor, head of the State Bureau of Narcotics, that the Narcotic Bureau of the San Francisco Police Department is the finest organization of its kind he has ever worked with. He gave us glowing reports of the tremendous job Lieutenant Dolan and his men are doing, and he praised Chief Cahill and all the department most highly for the splendid cooperation the Bureau has given his staff. By complete cooperation between our Bureau and that of the State, each lending manpower when needed, many cases are "cracked" that would formerly be impossible of solution. Meetings are held frequently with the Northern and





## Narcotics (continued)

Central Narcotic Officers Association, and information and ideas are freely exchanged. In addition to this liaison and mutual assistance with State enforcers, our Bureau also meets with the Military, U.S. Customs, Coast Guard, and the FBI in bi-monthly sessions in order to keep abreast of all developments and situations. The top narcotics enforcement officer in the United States, Colonel George White, who is chief assistant to Harry Anslinger, head of the Federal Bureau of Narcotics, has been working with our Bureau constantly, and gives invaluable assistance. Because of the research work of this bureau, it is able to give inestimable help to other divisions of our Police Department. This bureau compiles reams of statistics and data on known criminals and makes its files available to Chief Cahill and his officers at all times. In addition to a tremendous "mug" file, they have established a "moniker" file, and this has been of great aid in tracing many criminals whose apprehension hitherto has been practically impossible.

One other unusual but very intelligent practice of the Bureau is their frequent meetings with District Attorney Thomas C. Lynch and discussion of the mutual problems that confront them in their work. They discuss methods of presentation of cases and testimony in court, courtroom manner, procedure and techniques, in order to assure that all phases of their work, from apprehension to conviction, are foolproof and perfect in every detail.

The Narcotic Bureau is housed in cramped and antiquated quarters in the present Hall of Justice on Kearny Street. Completion of the new Hall of Justice, expected to be ready for occupancy about the middle of next year, is anxiously awaited. Transfer into the new building will provide this all-important Bureau with the space and facilities they so sorely need if they are to continue their operations in the present fine manner.

We, the Grand Jury Committee on Narcotics, wish to congratulate Chief Thomas Cahill on his good fortune in having such a capable division under his command. Lieutenant Dolan and his entire staff are to be highly commended for their devotion to their work of suppressing the great evil of the illicit narcotic traffic, thus helping make our City a better place in which to live for our families, our children and ourselves.

FERD H. LACHMAN, Chairman

WALTER SANFORD

LOUIS J. ROCCA



## DEPARTMENT OF ELECTRICITY

The members of this Committee visited the Department of Electricity on several occasions during the year, reviewing the facilities, organization and work of this department, being particularly mindful of the recommendations of former Grand Jury committees since 1953.

We discussed at length with Mr. Donald O. Townsend, Chief of the Department of Electricity, the obvious necessity for new, modern quarters to replace the present facilities which are inadequate both structurally and capacity-wise to meet the present-day needs of the department. These facilities consist of the electric or electronic devices used to report fires, dispatch police and fire personnel and equipment, etc. We learned from Mr. Townsend that requests in the 1960-61 budget for funds to replace these facilities were deleted; even though, as we noted, the department is continuing to grow due to the expanded service requirements placed upon it as a result of the growth and improvement of the city and the changing concepts of operation of the various departments wherein they are utilizing and relying more and more on radio communications.

Mr. Townsend informs us that \$1,600,000 will again be requested in the 1961-62 budget of the Department of Public Works for providing the necessary facility, \$800,000 to be allocated from the Special Road Improvement Fund and \$800,000 to come from ad valorem taxes. This Committee concurs with the necessity, and recommends approval of this project. This Committee also concurs with the need for some additional personnel to meet the increased services demanded of the Department of Electricity as a result of the rapid expansion of the public safety communications systems.

We observed that the title "Department of Electricity" is not truly descriptive of the functions of this branch of the city government. The primary responsibility of this department is public safety services. These include all communications for the police and fire departments, radio services for miscellaneous departments, traffic signals, parking meters, responsibility for Disaster Corps emergency communications (the Chief of the Department of Electricity is, by ordinance, chief of the Communications Division of the San Francisco Disaster Council and Corps), and various other related functions; therefore, this Committee agrees with the recommendations made by previous Grand Jury committees that consideration should be given at the appropriate time to changing the title of this department to one more descriptive, such as "Department of Communications," or "Department of Communications and Electronics."

In conclusion, this Committee wishes to commend the management and employees of the Department for their dedicated, efficient work under the difficult circumstances of inadequate facilities and understaffed personnel in some areas of the organization.

LEWIS SORINI, Chairman

CHARLES A. LUNDY

DANIEL F. MCCARTHY



## LIBRARIES

For several years past the Grand Jury reports on the San Francisco Public Library have indicated the need for drastic changes and re-vamping. In 1956 the Library Commission itself first recommended that a survey be made of the Library in all its parts, for the purpose of resolving some of its problems. In 1958 the City administration made available the sum of \$7,500 and engaged Mr. Emerson Greenaway, Director of the Free Library of Philadelphia, to make such a survey.

This survey, which has been carefully read and studied by this 1960 Grand Jury Library Committee, made detailed examination of the Library Department's weaknesses, and made recommendations for their correction and cure.

As of this date little change has been carried out.

This Committee feels strongly that to turn in another report listing these same unchanged problems would be a complete waste of time and effort. We choose, instead, to turn in a general report on an unchanged situation, and to make a specific recommendation for solving these long-standing difficulties.

There are certain obvious reasons which account for this unsatisfactory "status quo," plus some which are less tangible but which necessarily play a strong part in the whole picture.

Under the latter heading comes the inevitable inertia, the laissez-faire policy, the ultimate discouragement, of administrators of a department who year after year have been unsuccessful in getting either the financial means or the physical tools to accomplish improvement and growth.

The obvious reasons can all be traced to the same fact: their budget requests have been so drastically cut as to immobilize the whole department. In fairness to the city officials who have so slashed the Library Department's budget requests: their unwillingness to spend money ineffectively - therefore wastefully - is commendable in an era of extremely high taxes and mounting costs.

The San Francisco Public Library Department consists of a main building located in the Civic Center, and twenty-five branch libraries, with a twenty-sixth now in the planning stage and to be completed by November, 1961.

These branch libraries are eminently satisfactory. Their locations were selected with such foresight that none have outgrown their usefulness; on the contrary, their usefulness has been greatly enhanced by population-growth and neighborhood development. They have, for the greater part, been kept well up-to-date. For instance, in older branches, an electric lighting project is under





## Libraries (continued)

way to better reading conditions. The new branch mentioned above, the Eureka Valley Branch (still in its blueprint stage) will be in every sense a model plant and a great adjunct to the community. The Children's Rooms in all branches are pleasant, well stocked with books, and enriching in information to all the school children, parents, and teachers of the San Francisco community.

But now - sadly - let us look at the Main Library in the Civic Center.

Its exterior is handsome, especially since it has, at long last, received a badly needed washing and restoration of its outside architectural embellishments; and it will be even handsomer when its promised landscape-gardening is accomplished.

This building has frequently been called a "Monument" - and in serving the community is about as useful as most so-called "monuments" ever are.

It is a defunct plant. It is completely out-of-date from the standpoint of efficiency. It is gloomy, soiled, shabby, uninviting to the public who may wish to use it. It has been abused by that segment of the public who, for many years, have turned it into a sort of Skid Row hostel for off-street use of its toilets, for actual bathing and personal laundering in its lavatories, for - at best - lounging all day long without any sense of responsibility or effort to keep its steps and abutments clean of everything from cigarette butts to actual garbage. The very halls of this handsome building assail the nostrils.

The Children's Room here is little used. In part this is because of parents' reluctance to send their children by public transportation to a part of the city now far away from residential areas, when their neighborhood branch libraries are satisfactory and convenient. In greater part it is due to the room's adjacency to the Men's toilet, and to the Newspaper Reading Room, so much used by these off-street loungers, and so menacing to the children's safety unless they are accompanied by adults. This latter situation will be somewhat, but not altogether, eased when the Newspaper Room is moved, by January 1961, to quarters in the adjoining Federal Building.

The inside architecture of this building, with its huge stair wells and monumental staircases, is a monument to waste space; beautiful and dignified in the era in which it was conceived, but so out-dated and inefficient now that, while these great dim empty spaces serve no useful purpose, the limited area available to hard-working library personnel has created a monumental bottleneck in getting the services of a library accomplished.

In past years the Librarian has cried out again and again for more personnel to put into circulation the books for whose purchase funds have been actually spent. But the books pile up,



## Libraries (continued)

uncatalogued and unavailable to the public, because the hands and the space to process them are inadequate to do so.

But if the budget requests had been granted to make such additional personnel available, there is no space to accommodate more workers.

Library machines of a modern type, such as the Friden Flexo-Writer, would appreciably ease this bottleneck. Again, the lack of funds has tied the hands of the Library administrators, and they have been financially unable to purchase such machines.

During the current year Mr. L. J. Clarke, Chief Librarian for many years, has been retired because of ill health. A new Librarian, Mr. William R. Holman, well accredited, highly recommended, and very enthusiastic about his new job, has been chosen and is due to take up his duties on or about November 15. In the interim, Mr. Frank Clarvoe, Secretary to the Library Commission, has served as acting librarian and in a short time has accomplished as much of a practical nature as the Department's limitations permitted. Notable has been his expenditures for book purchases, particularly with a view to filling in such weak spots as "Technical Books," and to urge and demonstrate the practicality of library machines.

The Library Commission has had the unusual offer, of which they are happily availing themselves, of a \$20,000 architectural survey "for free." A registered architect from the Midwest, Mr. A. Hews McCann, who has recently moved to California, is presently taking a year of study under Prof. Wm. Wurster of the University of California School of Architecture while awaiting his California credentials, and will make this survey of the main Public Library building his final thesis. He expects his survey to determine what should be done with this building; should it be Razed or Redesigned.

These two strong words bring our report to its final recommendation and conclusion. The City of San Francisco is faced with just these two alternatives in respect to its Main Library.

There is not a major city in the United States that possesses a public library building in a more deplorable state of uselessness, inefficiency, and general backwardness. Such cities as Philadelphia, St. Louis, Cleveland, Pittsburgh (none of which are more important or more economically sound, and none of them as proudly beautiful as San Francisco), each possesses a public library which is a useful adjunct to the city's life.

What is San Francisco going to do about our sorry "monument?" Shall we, once and for all, appropriate enough money to bring it up to date and useful to the community, or shall we give it up?

This is an era of decentralization. More and more our cities tend toward outlying shopping centers concomitant with



## Libraries (continued)

schools, churches, medical buildings, branch libraries, and -importantly - parking areas, to give adequate service to the spreading population areas, the new housing developments, and the cities' outward-spreading growth. Here in San Francisco our branch libraries are satisfactory and adequate to meet the needs of this trend. This Grand Jury Committee has been assured by the Department of Education that the branch libraries are giving an excellent service to the schools, the P.T.A. and like organizations, and the populace in general.

But do we need a Main Library Building at all, for anything other than an administrative headquarters?

Our Public Library has some fine collections. These specialized library-collections could be "farmed" out among the branches and with the public made aware of their new availability, could serve perhaps a greater purpose than lying moribund in the Main Library. Our Public Library possesses some valuable rare-book collections: first editions, rare editions, treasures of the printers' and binders' art. Would they not be equally safeguarded and more usefully enjoyed in the branch libraries?

Our Main Library possesses a Music Department, consisting of music history and biography, sheet music, complete music scores; one grand piano for concert use only in the Assembly Room, and one upright piano in the Practice Room; one portable machine for record playing - but very few records. There isn't a college or university in the San Francisco vicinity - not to mention some of the public schools - that doesn't possess the equal or better of these public facilities. To encourage greater use of the Main Library's Music Department, at least the installation and equipping of a couple of sound booths, with turntables, earphones, and more records, is an absolute requirement.

Affecting every aspect of this Main Library is the lack of a free parking area. This is an age when free parking is the first requirement to the average citizen's daily schedule of work, shopping, and education.

The statistics on the use of the Main Library for a typical month - October 1960, with all schools in session - was given to this Committee as a 48,000-book circulation. This is not large for a city the size of San Francisco. Unless a well-functioning Main Library builds this up to a considerably higher figure, it would seem that this monthly book circulation could be easily absorbed by the branch libraries.

San Franciscans are left with two clear choices:

(1) To renovate and modernize our Main Library by spending the requisite large sum of money, immediately and in one operation, so that the job can be accomplished efficiently and economically. It



Libraries (continued)

is certainly poor policy to "throw good money after bad" by dribbling away a few ineffectual thousands of dollars at a time, in momentary panaceas that accomplish nothing in the long run. What must be accomplished is a superbly effective, valuable and useful Main Library plant from which every citizen will benefit;

Or-

(2) Give up our Main Library building, turning it over to some other department of the city government where there is continual need for more space, keeping only what is needed for office space for the Library headquarters staff, and thereby devoting all available funds, all the fine administrative talent of the Library Department itself, all the hard work and interest, the unselfish heart-and-hand work of the Library Commission, to furthering the usefulness and growth of a Decentralized Library System.

Which alternative shall we of San Francisco choose?

BERTHA B. VAN VLIET, Chairman

JOHN W. SHERRY

FERD H. LACHMAN





## BOARD OF SUPERVISORS

The members of your committee, on a number of occasions during the year, observed at first hand the deliberations of the Board of Supervisors during its regular meetings and in the course of its many committee hearings. We were impressed by the tremendous amount of legislative material which must be processed by the Board and its committees prior to acceptance as the law of the community, or rejection as being unworthy of perpetuation.

For some time the Board members and the committees of the Board have been engaged in a determined attempt to reduce the number of ordinances, resolutions and motions which are approved by the Board in its legislative guidance of the city and county's affairs. The results are necessarily slow of realization because of the ponderous procedures specified by the Charter and instituted by the various departments for many years past. However, the approximately 2,000 ordinances and resolutions which the Board enacts each year will be reduced materially by the end of the current year through consolidation of appropriation measures and other matters of legislation so that in a number of cases one ordinance or resolution will suffice where perhaps ten have been required in the past.

In order that the public and the full membership of the Grand Jury might better understand the number and complexity of the matters which come to the attention of the Board of Supervisors, your committee has reviewed the actions of the Board for one month during the year, selected at random. The record reflects that the Board, in addition to its approval of all expenditure and appropriation items in the comprehensive annual budget of the City and County, made supplemental appropriations during the month surveyed for the following purposes: Symphony concerts, airport expansion, visiting judges, traffic signals and channelization, railroad crossing signs, Hetch Hetchy construction, auxiliary water supply system, sewer construction, creation of newly classified positions and abolishment of other positions in city service, family rehabilitation procedures, communicable disease control, Civic Auditorium reconstruction, sick leave and overtime pay in various departments, jurors and witness fees, insurance, rental of real property, attendance at professional meetings for departmental representatives, purchase of equipment, truck hire, maintenance of minors, purchase of blood for San Francisco General Hospital, and pest control.

Additionally, the Board enacted ordinances of general scope relating to restriction of billboard advertising, settlement of litigation, exchange of lands, acceptance of roadways, performance of street work, and establishment of procedure for the filing of claims.

At the same time, the Board adopted resolutions, numbering approximately 60, which range from authorization for payment of Public Welfare aid to establishment of rates for parking at public garage facilities.



## Supervisors (continued)

It can readily be seen, therefore, that the Board, in the discharge of its combined duties as a county legislative body and as a City Council, is something more at the present time than the strictly part-time body which the Freeholders envisioned in drafting the Charter in 1931. It may be that the future will bring a repetition of past efforts to reduce the number of Board members and thereafter put the Board on a full-time, adequately compensated basis. However, at the present time, your committee is of the opinion that the needs of the community are such as to warrant retention of the eleven-member part-time Board, serving primarily as a legislative body and with little or no administrative functions.

During the year the Board has undertaken the rearrangement and refurbishing of the staff's quarters and the members' individual offices. The expense involved has been held to a minimum in relation to the amount of work accomplished, and it is evident to your committee that the work of the Board members and their staff has been sufficiently accelerated and expedited by the redirection of work flow and the heightened accessibility of facilities. Your committee recommends that a similar alteration program be undertaken as soon as possible with regard to the Board's Committee Meeting Room, which is decidedly outmoded in the light of present-day requirements.

The staff of the Board is one of the busiest in the city and county governmental structure. The Board's administrative and clerical functions are taken care of by a staff numbering 16, and it is particularly significant to note that although San Francisco's population has grown immensely since the Charter went into effect in 1932, and the Board's duties have increased many times consonant with the growth of the community, the Board's staff has increased during that period of 28 years from 15 to only 16.

Your committee concludes that the members and the subcommittees of the Board of Supervisors are approaching their demanding tasks of legislating for the City and County with a dedication and a firmness of purpose to benefit the community that is highly commendable.

Necessarily, the eleven members of the Board approach the performance of their official duties with different individual concepts of what the public requires and demands. Those concepts sometimes clash, but your committee feels that, all in all, the results are gratifyingly beneficial for the community as a whole. The membership of the Board is on a uniformly high level, with suitable representation from professional, business and labor classes. It is obvious that the Board is bringing about greater efficiency and economy in city affairs by the exercise of businesslike management, and that it is contributing handsomely to the cause of good local government.

Your committee recognizes the fact that all departmental activities reflect the capacity of the individual departmental executives. It is the conclusion of this committee that the splendid



Supervisors (continued)

co-ordination of the functions of our Board of Supervisors is in major part a reflection of the dedication, ability and personality of Mr. Robert Dolan, Chief Clerk of the Board. We realize that the task of serving eleven legislators, with the differing concepts mentioned above, demands a profound understanding of human relations. We believe that Mr. Dolan, personally, has transmitted this understanding to the entire staff, and that together they are one of the outstanding examples of dedicated public service in our municipal government.

PHILLIP N. GALLAGHER, Chairman

WALTER H. SANDFORD

MAX SHERMAN



## FIRE DEPARTMENT

The Chief of the Department, William F. Murray, met with this Committee on several occasions during the year, and it was principally through these meetings that this Committee came to understand the magnitude of the varied operations of our San Francisco Fire Department. This Committee was particularly impressed with the modern approach that our Fire Department maintains toward equipment, fire protection, and fire fighting, as well as with the Department's outstanding reputation for the training of fire fighting and fire protection personnel.

### Personnel.

In keeping with policy programs established over the three preceding years, personnel has been further reduced from 1751 in 1959-60 to 1727 starting the 1960-61 fiscal year. Eighteen more employments will be absorbed to complete the total net reduction of 72 in uniformed force strength. This reduction in personnel has been accomplished even while the fire fighting service continued to perform its assigned task of public protection and service with traditional efficiency that has always merited civic confidence.

The efforts of the personnel of the Fire Department are not directed alone to the fighting of fires and handling emergencies. The Department also has a dedicated purpose in trying to prevent fires and disasters by constant inspection, drafting of regulatory ordinances, and the issuance of warnings.

The Department has a training program that is recognized throughout the nation as a model to be copied. The vast scope of training activities indicates the high standards that the Department endeavors to maintain for the recruit as well as for the seasoned fire fighter.

During the past year the fire fighting service continued to discharge its assigned tasks of public protection and service with traditional efficiency to merit its civic confidence.

The activities of fire prevention and fire investigation continued to be pursued with dedicated vigilance.

The Department's training program, your Committee found, is fast becoming the nation's model in qualitative recognition. The vast scope of training activities refutes the public misconception that idle time attends a fireman's duties.

A new ten-man team of "skuba" divers now forms the new underwater rescue team of the Department. The team will be used to rescue or to search for those who have accidentally tumbled into the water - in or out of a car - or for those who have sought death from the city's two bridges.





## Fire Department (continued)

### Equipment

The program policy of substituting triple combination pumping engines for separate pumping engines and separate water tank units, with consequent resulting economies, will be completed this year. The last three of the triple combination units have been delivered. Significantly, one of these three is powered by a gas turbine engine and reflects the Department's imaginative alertness to progress. To San Francisco falls the honor of placing in service the world's first such apparatus, jet powered, and probably introducing a new era to the fire fighting service. Its advantages lie in simplicity of design, lowered weight - being 1/10th that of a conventional piston engine - and, more importantly, in opening the door to prospective and considerably lower maintenance and overhaul costs. The Fire Department deserves credit for the courage to face experimental progress. In the whole field of its apparatus and equipment notable strides have been made. Good use has been made of the water tank units released under the triple combination pumping program. The triple combination pumping engine consists of a combination pump-er, water tank, and water turret. Their conversion to two new rescue squads, two aerial ladder tractors, several hose tenders, and salvage trucks, at considerable monetary saving over new purchases, reaches its zenith this year with eleven scheduled conversions. Additionally five late model "Segrave" pumping engines are being converted at the Central Shops to triple combination pumpers. The prospect of having the Department entirely equipped with triple combination pumpers within a four-year period denotes a remarkable and commendable effort. In rescue breathing equipment and other allied appliances and devices a considerable strength has been added to operating effectiveness. Budget allowances have been thoughtfully granted to provide sufficiency for added strength without waste.

The Central Shops, at 800 Quint Street, under the Purchasing Department, is responsible for the Department's automotive maintenance and repair. The Committee noted that personnel shortages accounted for some apparatus and other vehicles being out of service for too long periods of time. This works a hardship on the Department's limited rolling equipment, and corrective measures are recommended.

With two new fire stations, one at 2150 California Street and the other at 109 Oak Street, nearing completion, and with the new station at 16th and Irving Street in the architectural stage, the rebuilding program under the 1952 bond issue will be completed. Preliminary planning for a new station in Midtown Terrace and planning for a station in Diamond Heights are under way. Existing companies will be relocated; no additional personnel will be required. Maintenance of existing stations and properties has been largely improved in recent years. The Division of Special Services, responsible for these activities, also renders yeoman service in sustaining both the high- and low-pressure water services in a highly efficient state. Several important expansions in the high-pressure system have been consummated.



## Fire Department (continued)

Without subscribing to detail, your Committee was informed on many interesting phases of departmental operations, many of which transcended the commonly known Fire Department functions:

1. The new radio system project, an exasperatingly slow process, is in the preliminary installation stage. The projected home inspection program, dependent upon the system, is suffering disappointing delay. Contract penalties are in effect.
2. The extensive acceleration in photography induced by expanded public relations functions. This new phase of the Department consists of a new man to photograph new installations and the progress in the reconversion of equipment in their shops. To record the progress of the recruits in their training program so that the pictures may be shown to new classes as they are trained. Also, to photograph all on-the-scene action of fire fighting equipment and its personnel at each fire so that the slides may be shown to improve our methods of fire fighting in the future.
3. The services performed for the San Francisco Port Authority and the functional operations at San Francisco International Airport, where sorely needed modern apparatus was recently acquired to improve protection.
4. The planned readiness for disaster in comprehensive emergency orders, augmented by a small but dedicated corps of civilians comprising the Fire Reserve.
5. The research, planning, and introduction of measures which impressed this Committee of the Department's alertness to its civic responsibility.

## Schools

It has also been noted by this Committee that serious fire hazards exist in some San Francisco school buildings. Fire Chief Murray and Fire Marshall Albert E. Hayes have been conducting a survey of all public and private schools here.

They have told the Board of Education that full automatic fire sprinkling systems are a minimum standard for protection of life in all schools of more than two stories.

Stairways should have fire resistant enclosures, and means should be taken to insure that stairway doors are kept closed at all times when classes are in session.

Buildings of Type III and V construction, which make up 55% of the public schools, should have all areas other than classrooms, assembly rooms and principals' offices, served by automatic sprinklers.



Fire Department (continued)

In addition, the Committee recommends that:

1. Sprinkler systems should be installed which, when turned on, automatically notify the Fire Department;
2. Plain doors and transoms should be replaced by fire resistant glass and other materials, unless the building is fully sprinkler-equipped;
3. Every building should have an approved means of sending an alarm to the Fire Department, and of alerting the occupants at the same time;
4. Combustible and interior "quick burning" finishes should be removed from hallways and stairways.

Thirty per cent. of the public schools are of Type V -- combustible, wood frame construction. One-fourth are of Type III construction -- non-combustible, fire resistant exterior walls with combustible but resistant interiors.

This Committee and the Fire Department are in accord in saying its recommendations are based on safety and protection of life, with property protection secondary.

This Committee has good reason to believe, by inquiry and observation, that the Fire Department is a sound organization, capably led, and progressive in attitude and accomplishments.

LEWIS H. SORINI, Chairman

CHARLES A. LUNDY

DANIEL F. McCARTHY









## Finance and Records (continued)

Amendments have been drafted to existing ordinances that should improve some present safety hazards when debris boxes are left in the streets overnight.

Members of this committee observed during the year the inauguration of a new governmental function in San Francisco - that of Public Guardian. Other large jurisdictions in this state have had such a program in operation for years. Under this program, incompetent needy persons may be appointed wards of the Public Guardian. We believe this to be a long overdue and worthy program.

Having witnessed the Supervisors' Finance Committee discussing the proposed truck tax, it was our conclusion that political consequences must be attached to any and every tax proposal. It was our further conclusion that, just as Mr. Elliott's solution of "automatic" adjustments of license and permit fees took the Supervisors "off the political hook," his proposal in his letter of June 8, 1960 to the Finance Committee that the Supervisors engage a specialist to make tax recommendations likewise would ease political pressures on tax matters, as well as help insure a better balanced local tax structure. We quote from the pertinent portions of that letter:

"In reappraising San Francisco's overall tax policy, perhaps consideration might be given to having the Board itself designate by ordinance a function whereby the Board could be kept informed at all times on:

- "1. The tax programs in other municipalities throughout the State and Nation.
- "2. Suggested ways to provide San Francisco with a fair tax system.

"We would envision this advisory function as a responsibility under the Controller or the Chief Administrative Officer, or as a contractual service.

"Worthy of consideration might be a plan used for many years by the League of California Cities whereby a university professor was engaged as a tax consultant. This might be arranged on a retainer basis.

"Such an expert, who probably would be gathering tax data and ideas for improving tax systems as part of his regular position, should be able to furnish complete data and objective advice."

In conclusion, we submit the following recommendations:

1. That the Board of Supervisors enact a tax on trucks from out of the city making deliveries in San Francisco. The adoption



Finance and Records (continued)

of a fee schedule similar to that in effect in Oakland would result in additional revenue of from \$500,000 to \$600,000 a year.

2. That the Board of Supervisors enact ordinances to provide for license fees and necessary controls covering all coin-operated amusement and vending machines.

3. That the Board of Supervisors strengthen the safety regulations governing debris boxes.

4. That the Board of Supervisors by ordinance designate the proper authority to provide the Board at all times with information on tax programs in other jurisdictions and with a suggested balanced tax structure for this city.

In closing, this Committee wishes to thank Mr. Elliott for his fine cooperation and many courtesies shown us throughout the year.

ABRAHAM B. JOHNSON, JR., Chairman

DANIEL F. MCCARTHY

LEWIS H. SORINI



## SUPERIOR COURT

This is the final report of the 1960 Grand Jury Committee of the Superior and Municipal Courts.

This Committee was afforded invaluable assistance in obtaining necessary information by the cooperative efforts of Joseph M. Cummins, Secretary of the Superior Court, and his very capable staff. We noted the efficiency and high morale of this particular office. Even with the increasing work load, Mr. Cummins and the previous presiding judge were able to devise and effect several plans which have resulted in speedier handling of the legal process.

A need for a modern Courthouse is paramount if this city is ever to achieve a reasonable and efficient function of the courts. Inadequacies immediately apparent are: poor seating and acoustics, inadequate judges' chambers, lack of conference rooms, improper confinement rooms for persons awaiting trial, inadequate equipment, and lack of uniformity in furnishings. No private entrances for the judges are provided.

With an anticipated population increase in the next thirty years, with our present inadequate facilities we would be incapable of handling the increased work load our expanded population would require.

During the term of this Grand Jury, the position of Grand Jury Consultant, held by the late David F. Supple, was abolished. The responsibilities which that position entailed were handed over to the already over-burdened Assistant Jury Commissioner, Ralph A. Sheehan. The salary increase awarded Mr. Sheehan for the added responsibilities was in no way commensurate with these exacting duties. Mr. Sheehan's valuable services to this Grand Jury during the latter part of its term of office have been performed in a most commendable manner, and undoubtedly with great personal sacrifice on his part. A re-evaluation of his present salary, with the added responsibilities, indicates a higher financial remuneration is only reasonable.

The Domestic Relations Commissioner, Mrs. Mary K. Maloney, operates an extremely important and vitally essential adjunct to the Court of Conciliation. The importance of this department has been alluded to in former grand jury reports, and the necessity for its continuance is reflected in the extent of its use and by our increasing population. This department is drastically understaffed. The use of a portion of the money allotted for the position of Grand Jury Consultant might well be diverted to salaries for an increased staff in the Domestic Relations Commissioner's division.

We wish to compliment Mr. Cummins and his efficient staff who, in a most capable manner, arrange the court calendars, contact the attorneys to advise them of the time of trial of their cases, and who have generally controlled the many intricate details involved in the smooth functioning of our Superior Court.



## MUNICIPAL COURT

This portion of the San Francisco court system is directed by Mr. Ivan Slavich, a loyal and devoted civil servant. His handling of the complex operations of this court is to be commended.

Income derived from the Municipal Court is important enough to put this function in the category of big business. We note that traffic fines collected to date in 1960 are running \$240,000 over collections for the same period in 1959. At this rate, income from this court may reach an estimated \$3.5 million dollars by the end of this calendar year.

We note that many of the inadequacies mentioned in the facilities for the Superior Court are applicable to our Municipal Court. We do not have an adequate number of judges or court facilities to handle the ever-increasing number of Municipal Court cases. Court calendars are jammed and courts are running behind schedule. It has been necessary to carry on operations at odd and unusual office hours in an effort to meet the public need.

## ADULT PROBATION DEPARTMENT

The Adult Probation Department is directed by Mr. John D. Kavanaugh. This department provides services to our Superior and Municipal courts.

Our Committee discovered here a hard working, dedicated staff, overwhelmed by enormous caseloads, which are ever increasing. Present caseloads are almost double the number set by professional standards. This is also true of the number of cases submitted by the courts for pre-trial investigations. The time limits set for pre-trial investigations and the ever increasing number of such investigations makes it almost mandatory that the probation officer devote a major portion of his time to these investigations, resulting in less time for counselling the probationer. Probation is defined as release of an offender, with adequate and careful supervision. The foregoing may well point up the reason for the increase in the number of failures of people on probation. Failure on probation oftentimes means perpetration of a new offense, with resulting court proceedings. This, then, means greater costs to city government and to the taxpayer, plus the failure of an individual to effect a successful probation adjustment and return to the status of a productive citizen.

An extremely important function of this Department is the collection of fines, payments for restitution, and for family support. When there is failure to collect monies for family support, we find these families are added to or continued on the welfare rolls, there again increasing the tax burden.

This Committee was informed that some \$766,746 has been collected to date. It was also informed that with the addition of





## Adult Probation (continued)

much needed personnel, the collection figures for the year could reach, or even exceed, the \$1 million dollar mark.

The use of probation as a successful method in handling the offender is being urged and encouraged by leading jurists, penologists, and criminologists throughout the country. We note that in the year 1959, probation was granted in 48.4% of the cases heard in the Superior courts in California.

The Committee believes that the moving of this Department to the new Hall of Justice in the fall of 1961 will result in some greater efficiencies and will certainly afford more adequate quarters. However, this Committee, of necessity, must point out that never will the full benefits of probation as a function be enjoyed until an adequate staff is provided and reasonable caseloads are established.

In conclusion, this Committee recommends the following:

1. The need for a modern Courts building seems readily apparent and well established. We urge the adoption of a plan by which the city may acquire for itself a new, modern Courthouse.
2. In moving to fill this need, this Committee urges and recommends serious consideration be given to the Grand Jury Library Committee's report regarding the present Main Public Library building. We urge attention to the Feasibility Study presently in progress by an architect at the University of California School of Architecture, wherein the present library building could be converted into a modern, functional courthouse. If this plan were followed, the savings to the city over a period of years would run into millions of dollars.
3. We recommend an increase of personnel in the staff of the Domestic Relations Commissioner's department.
4. We also recommend the re-evaluation, in terms of an increase, of the salary of the Assistant Jury Commissioner, Ralph A. Sheehan.

Neither of the above recommendations (items 3 and 4) would incur an additional burden on the Superior Court budget.

5. We recommend a substantial increase in the staff of the Adult Probation Department to increase effectiveness, and to reduce individual caseloads to conform with professional standards.
6. We further recommend a "crash program" to replace all of the obsolete American flags in all of the existing courtrooms.



## Adult Probation - Courts (continued)

### Conclusion

After perusal of former Grand Jury reports and recommendations over the past ten years, this Committee is moved to comment on the lethargy and lack of attention given the reports by various city and county departments. It would appear that little or nothing is done to implement the execution of recommendations made.

If our city is to keep up with modern trends, if we are to serve the people with good, efficient, and a well-manned court system with its related departments, we must look to the future and act now to prepare to meet this need.

The hours of study, examination and investigation required in considering each department before a recommendation is made should not be discarded or by-passed until it is definitely shown that said recommendation is inoperable or unnecessary.

San Francisco must act now to serve its people and to serve in the most efficient, effective and inexpensive way possible. Efficient systems may be costly, but the results must be judged in terms of effectiveness and service to the taxpayer and the community. In the end, neglect and loss of time may prove more costly than the initial outlay required.

### In Memoriam

For contributions rendered toward the well-being of our beloved San Francisco:

Orla St. Clair, Judge of the Superior Court  
David F. Supple, Grand Jury Consultant.

WALTER H. SANDFORD, Chairman

FELIX P. LASSALLE

MAX SHERMAN



## ASSESSOR

This Committee has very carefully examined the operations of the Assessor's Office.

It has held conferences with the Assessor and his chief assistants.

The work of the Assessor's Office is reflected in the Assessment Roll, which contains upward of a half million entries.

New State legislation, made effective for the first time this year, adds Sections 1815 to 1819 to the Revenue and Taxation Code. These sections require the State Board of Equalization to prepare and publish tabulations showing for each county the ratio of assessed value to full cash value which the Board finds to exist in each county.

The State Board of Equalization found an average of 23.2% for San Francisco and a statewide average of 22.6%. These are statistical figures for use of the State Board in performing its duties pertaining to equalization between the counties, but are not used for equalizing property values within the county. The wide publicity given to this new law resulted in some confusion among taxpayers on this score. It appears, however, that San Francisco assessments are in substantial conformity with other counties throughout the State.

This Committee finds that the citizens of San Francisco are accorded a degree of tax equalization which is remarkable and which we feel reflects great credit not only upon Assessor Wolden but upon his entire appraisal staff for their careful, painstaking efforts in this regard. That the citizens generally feel their assessments to be reasonable and equitable is demonstrated by the fact that only seven protests were registered with the County Board of Equalization this year.

We have observed that San Francisco taxpayers receive the utmost in courtesy from the Assessor's Office, and that the taxpayers' questions are answered promptly and fully. Where special problems may exist, we have observed that the taxpayer concerned receives a sympathetic hearing and is given every consideration consistent with sound appraisals and equalized assessments.

In a progress report submitted by this Committee in July 1960, attention was invited to the results of the new zoning regulations. We reported then, and we repeat now, our recommendation that the Board of Supervisors and the Mayor provide the Assessor with temporary personnel qualified to revise the thousands of land cards, maps, building cards and similar records of the Assessor, so that such records will reflect the changed status of properties as the result of the new zoning regulations.



## Assessor (continued)

It must be borne in mind that the Assessor's records contain more information, both of a public and confidential character about properties in San Francisco than can be found in any bank or lending institution in the City. Unless personnel are made available to bring the Assessor's records into complete agreement with the new zoning regulations, the records upon which the Assessor must rely will rapidly become obsolete. This would obviously have an adverse effect upon the reliability of the Assessor's records and would have a decidedly injurious effect upon the purchaser of a "limited-use" property should such limitations remain undisclosed to the purchaser.

We studied at great length the appraisal techniques used with regard to land and buildings, and we find these techniques to be sound and flexible enough to produce equalization, whether applied to a "normal" lot, to an irregularly shaped lot, or to a lot the maximum value of which -- as is so frequently true in San Francisco -- is at the rear instead of at the front of the lot (hillside view lots).

San Francisco's taxable land area is constantly being shrunk due to acquisition of taxable properties by agencies of the Federal, State and City governments. It should be obvious to all concerned with the problem that land should not be acquired by any agency of government and permitted to remain unused over long periods of time prior to being put to the use for which it was originally acquired. Despite land revaluations made in various commercial and residential areas of the City, this year's Assessment Roll reflected an increase in the assessed valuation of land of only \$171,785. This is in sharp contrast to the \$31,995,680 increase this year over last year in the assessed value of buildings in this City. Tangible personal property this year amounted to over \$285,000,000, an increase of over \$7,500,000 this year over last.

With respect to personal property, we commend Assessor Wolden for initiating a pilot study whereby some household personal property returns would be handled by mail in the Assessor's Office instead of having to be delivered in person. The results of this study will determine the feasibility of a general application of mailing household declarations. This study, to be initiated for the coming year, will, in the opinion of this Committee, prove a genuine public service by Assessor Wolden to the taxpaying public of San Francisco.

This Committee is impressed with a project which Assessor Wolden is prepared to initiate upon the availability of the necessary funds. The project contemplates a transfer of information now contained in manually prepared building cards to IBM cards to establish in the Assessor's Office an efficient and convenient center of statistical information about San Francisco buildings.





## Assessor (continued)

One observation must be made regarding the intolerably crowded physical conditions under which the Assessor's personnel are currently working. It is, we think, deplorable that the entire IBM Tabulating Operation, with its constant and distracting noise, has to be conducted within the same area as that in which appraisers have to perform their duties, which require a very high degree of concentration. We are convinced that approximately 5,000 square feet should be made available elsewhere for the Tabulating Division of the Assessor's Office. It is our recommendation that upon removal of certain Fire Department functions from the basement of the City Hall, steps should be made available for the transfer to that area of the Tabulating Division of the Assessor's Office.

With regard to personnel, this Committee believes that Assessor Wolden is making optimum and maximum use of his available staff, and yet it is our considered judgment that his long standing plans for a three-year cycle of business audits urgently require additional personal property auditors. We feel that it is sound administration and good business for the City, and for taxpayers generally, to have a constant three-year cycle of audits.

We commend the Assessor for his annual audit of firms doing business in San Francisco but with headquarters outside the State. Over the past ten years, this program has yielded more than \$1,200,000 in additional tax revenue at a cost to the City of approximately \$37,000. Indirect benefits of this program cannot be measured precisely, but it is obvious that this program ensures realistic filings by firms headquartered outside the State. The three-year cycle for which additional property auditors are hereby recommended would, we feel, yield equally desirable results. These considerations acquire added urgency in view of the distress which land valuations have now reached in San Francisco.

We have given full consideration to the study and recommendations of the State Board of Equalization respecting the San Francisco Assessor's Office, and we agree both with that report and the report to the Mayor dated 1951 that additional staff assigned to the Assessor will yield to the City many times the salaries paid to new appraisers. Specifically, we urge the Mayor and the Board of Supervisors in the forthcoming budget to approve the employment of sixteen new real property appraisers and of a supervising land appraiser plus two new supervising building appraisers in order to complete a badly needed reappraisal of the land and buildings of San Francisco. Furthermore, we urge that ten new property auditors, two new supervising auditors and one new supervisor of possessory interest be added to the Assessor's staff in order to give the Assessor the tools with which to complete his task of continuous recudit of the business establishments of San Francisco.

The possessory interest type of property taxation is growing by leaps and bounds because of the use of public credit made available to private management for operating such facilities as are operated for private profit on publicly-owned and tax-free land.



Assessor (continued)

The Assessor's Office produces the greater part of the revenue required to run the City and County of San Francisco. By every test the money spent for salaries in this office is returned tenfold to the City by way of taxes paid. Our recommendations for personnel are predicated on the principle that a greater tax yield and a continuous equalization of assessments will be guaranteed to the City for a relatively modest outlay in salaries.

Finally, it is our considered judgment that San Francisco is indeed fortunate to have a man of Mr. Wolden's professional attainments, impressive experience and administrative ability as the Assessor of this great City.

DANIEL F. McCARTHY, Chairman

PHILLIP N. GALLAGHER

RICHARD M. KING



## CHIEF ADMINISTRATIVE OFFICER

Members of the Grand Jury met with Mr. Sherman P. Duckel, the Chief Administrative Officer, periodically during the year. The duties and responsibilities of the Chief Administrative Officer and matters of current concern to the office were reviewed.

The administration of the institutions of the Department of Public Health was of major interest. Attention was focused on San Francisco General Hospital at the request of Mayor Christopher because of conflicting views expressed from time to time as to whether or not the hospital was over- or understaffed.

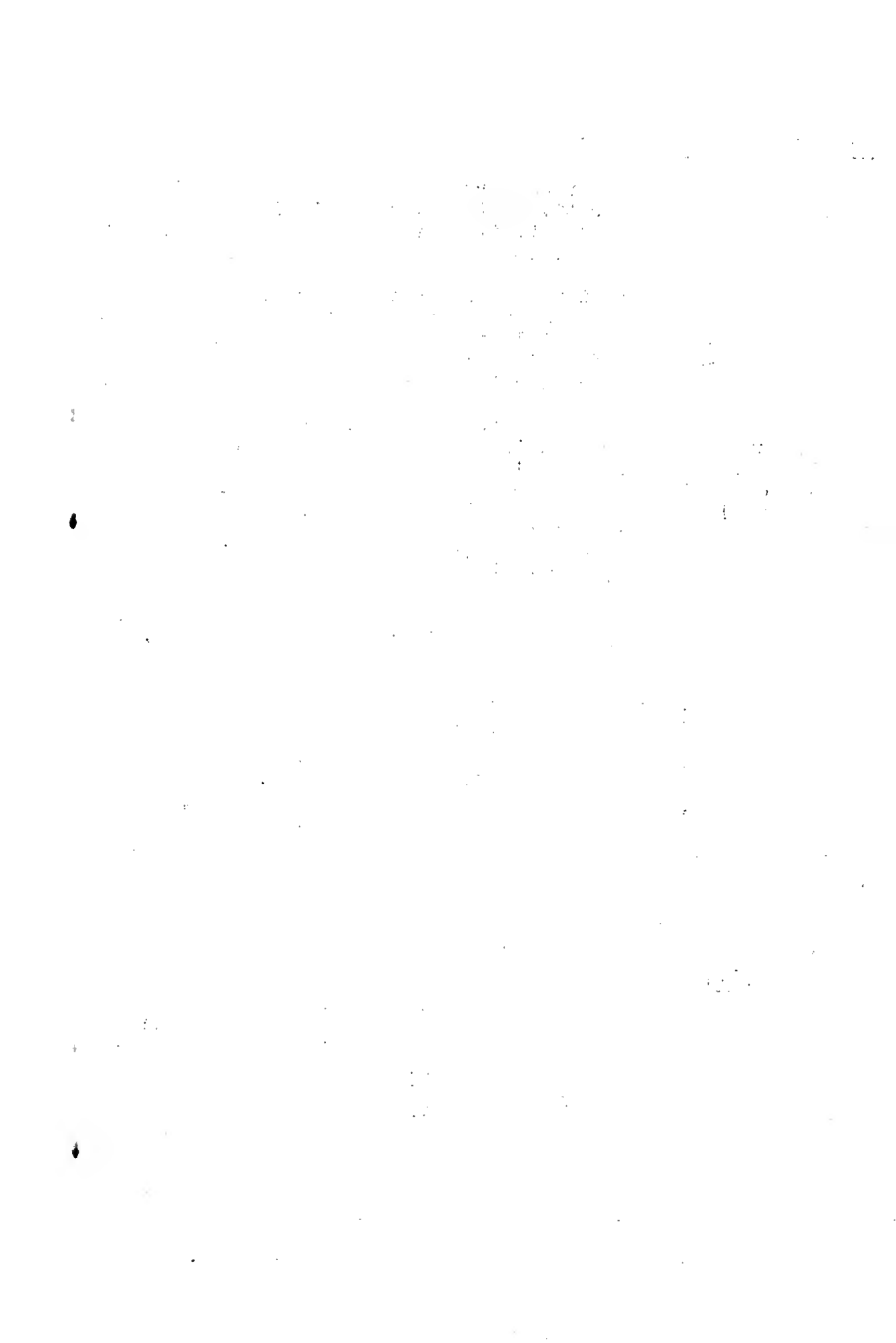
The Chief Administrative Officer was of the opinion that a professional hospital administrator was needed to manage and administer the affairs of all the institutions of the Department of Public Health. On Mr. Duckel's recommendation the Board of Supervisors placed on the June ballot a charter amendment to establish the position of Assistant Director of Public Health for Hospital Services, who would be appointed and removed, if necessary, by the Chief Administrative Officer.

The charter amendment was passed by a large majority and will be ratified by the State Legislature in January 1961.

Mr. Duckel has selected, from over a hundred candidates, Mr. Arthur G. Burns, Superintendent of Hospitals in Tampa, Florida. Mr. Burns is scheduled to start work on February 1, 1961.

All of the bond funds for rehabilitation and modernization of San Francisco General Hospital have been either used or committed to projects soon to start. A study is underway to determine further construction needed at the Hospital. A bond issue may be proposed for several million dollars for additional improvements.

Another matter of special concern to members of the Grand Jury and the Chief Administrative Officer was the need for adjustment of license and permit fees. Under the charter most license and permit fees are required to be based on actual costs for services rendered by city departments in connection with the related license or permit. Most of the city's license and permit fees had not been adjusted for a number of years, and therefore, the revenue did not meet the cost of services which were required by the Charter to be financed from license and permit fees. On the recommendation of the Chief Administrative Officer, the Board of Supervisors requested departments to submit new fee schedules for licenses and fees. Meetings were held by the departments with representatives of the industries concerned and some new fee schedules were devised which were adopted by the Board of Supervisors amounting to around \$500,000 annually. The Board of Supervisors also adopted legislation which established procedure to adjust fee schedules annually to reflect current costs.



Chief Administrative Officer (continued)

The delay in the issuance of building permits has been a matter of concern to members of the Grand Jury and the Chief Administrative Officer. During the past year a number of improvements in the permit review process have been made by the Bureau of Building Inspection of the Department of Public Works. However, while some improvements have been made in service, delays still occur. The Chief Administrative Officer has requested the Director of Public Works to advise him of steps which might be taken to reduce or eliminate delay in the issuance of building permits. Also, the Chief Administrative Officer has under consideration plans for a study by consultants of all the permit and inspection procedures relating to housing and urban renewal.

Following adoption of the budget for the current fiscal year, the Board of Supervisors established a budget priority committee and made the Chief Administrative Officer chairman. This committee will make recommendations to the Mayor and to the Board of Supervisors relative to the priority for financing of all city capital improvement, maintenance and repair and replacement and reconstruction projects. It is expected that this committee will greatly aid the Board of Supervisors in determining the relative urgency of the many projects submitted by city departments.

Mr. Duckel has a committee composed of his Executive Assistant, Purchaser of Supplies and Assistant Director of Public Works (Administrative), who are studying the feasibility of electronic data processing as it relates to work done in departments under the Chief Administrative Officer. This committee is also studying possible consolidations of all the city's various tabulating installations.

Mr. Duckel, with the assistance of the Department of Public Works, has been doing everything within his power to eliminate the "big smell" along the Bayshore Freeway at the county line. The Sanitary Fill Company has built a dike so no garbage will be dumped in the water. An agreement is being negotiated with the Bayshore Sanitary District to allow the District to connect its sewage system to San Francisco's. The sewage would then be pumped to the Southeast Sewage Treatment Plant. The District will reimburse the City for all costs of treatment. These measures and the completion of the Sewage Treatment Plant at Brisbane will do much to eliminate the odor. The Bayshore Freeway in this vicinity has been landscaped, and when the plants and trees become more fully developed, it will make this important gateway to San Francisco much more attractive.

The Chief Administrative Officer is responsible for allocating city funds for publicity and advertising. Mr. Duckel has worked closely with the civic groups responsible for the promotion of commerce, conventions and visitors. In the past year, San Francisco had a record number of visitors who spent the largest amount of money ever spent by visitors while in the city. The Chief Administrative Officer is a member of the San Francisco-San





Chief Administrative Officer (continued)

Mateo Mutual Problems Committee. As a member of this committee, Mr. Duckel has been working to increase the cooperation between the San Francisco and the San Mateo County governments. Mr. Duckel has been engaged in a number of other activities to improve San Francisco's relations with other jurisdictions and groups in the Bay Area and Northern California.

It has been a great pleasure to work with Mr. Duckel.

Upon request he would somehow find time to consult with us on the many problems we placed before him.

We appreciate the respect shown us by him and his office at all times.

ABRAHAM B. JOHNSON, JR., Chairman

DANIEL F. MC CARTHY

LEWIS H. SORINI



## MAYOR

Your Committee, consisting of Mrs. Barbara Lee Tiller, Mrs. Grace Ingason, Walter H. Sanford, and Theodore Louis I. Boone, has had the pleasure of visiting the office of the Mayor on numerous occasions during the course of this year. We have had the opportunity to observe the Mayor in his well arranged and appropriately furnished and appointed working quarters, surrounded by his staff of efficient and experienced personnel, who work closely with him in a coordinated effort to bring to his people of San Francisco a very successful city government.

This Committee feels an obligation to recognize the outstanding work of some of the persons who are essential factors in the official family of the Mayor. Joseph Allen, who serves as executive secretary, Mark L. Berkeley, III, who serves as confidential secretary, John Moore, who serves as advisor in budget and finance matters, and John D. Sullivan, who serves as public relations officer.

To a great degree a man can be measured by his accomplishments and efforts, and this Committee feels that it should recognize and make better known, some of the work accomplished, to be accomplished, which to a large extent was influenced by the efforts, direction, and leadership of our Mayor.

1. A master plan of MILLBURN PARK has been studied and adopted. There are a few properties still in litigation, but boundaries have been set, and a considerable golf course is presently being laid out. This will be the second largest of the city parks.
2. The new HALL OF ARTS is scheduled for completion in 1961.
3. Rehabilitation of the CITY AUDITORIUM has begun.
4. Use of the CLAY STREET GARAGE as a warehouse for storage of voting machines is now in effect. This was recommended by the 1959 Grand Jury.
5. The MILLBURN HEIGHTS REDEVELOPMENT DISTRICT is well on its way. The last of the land has been acquired. The site is presently undergoing street and sewer development.
6. In the WESTERN ADDITION, all of the land has been acquired and will soon be completely sold.
7. The MILLBURN HEIGHTS REDEVELOPMENT PLAN has been completed and passed. We are certain that the investment will be returned on schedule when the new Federal Building is completed and our proposed improvements are built.



Mayor (continued)

8. BROOKS HALL has been completed, and the modernization of the CIVIC CENTER PLAZA is 7/8 completed.
9. The SUTTER AND STOCKTON GARAGE has been completed.
10. The FIFTH AND MISSION GARAGE is ten years ahead in its bond repayment, and additions are being considered.
11. Rehabilitation of the PALACE OF FINE ARTS will start soon. The Federal government has given rights-of-way.
12. The SWIMMING POOL network has been completed. This includes Balboa Park, McLaren Park, Larsen Park, etc.
13. STORYLAND, started in 1959, is now finished and is paying its own way. A second phase is now in progress at no cost to the city.
14. The giant AIRPORT COMPLEX has begun operations and is now paying its own way.
15. YACHT HARBOR is providing additional berthing facilities. New projects are under discussion for doubling present berthing facilities.
16. The giant CHERRY POWER HOUSE is completed and is now in operation.
17. The DE YOUNG MUSEUM has acquired the AVERY BRUNDAGE COLLECTION OF ORIENTAL ART, one of the largest of its kind in the world, through the efforts of the Mayor. An addition to the Museum to house the collection is now on the drawing boards.
18. The PRODUCE MARKET, to date, will remain in San Francisco.

One of the finest achievements of the Mayor was the formation of the Blyth-Zellerbach Committee on Civic Improvement. Through this committee the Mayor was able to enlist some of the finest executive ability in the community to work for and with us. As a matter of record, the members of the Blyth-Zellerbach Committee originally contributed some \$55,000.00 of their own money to promote the start of the Golden Gateway Project. Now this same committee, under the chairmanship of Carl Wente, will delve into our city government and endeavor to determine the efficiency and economical operation of all phases of its activities. The results of this committee's work and investigation will be returned to the Mayor, together with recommendations pertaining to possible improvements in those departments of the city administration where it is found that improvement and modernization is needed. A survey of this magnitude by outside specialists would cost an enormous amount of money, but the citizens of San Francisco will have the advantage of this top level survey on a non-cost basis through the efforts of the Mayor and the sense of dedication that the members of



Mayor. (continued)

the Blyth-Zellerbach Committee feel toward their city of San Francisco.

The Mayor is interested in maintaining the Pacific Festival as a yearly event in San Francisco, and he has now placed Roger D. Lapham, Jr., who formerly was president of the City Planning Commission, in charge of this event. The Pacific Festival for the past three years has been under the direction of Albert Schlesinger, who resigned as chairman of the Parking Authority to undertake these duties. Mr. Schlesinger completed a magnificent piece of work in promoting these three festivals, supported solely by public subscriptions. The Mayor is most anxious that all of this outstanding work accomplished by Mr. Schlesinger does not go to waste, and so has directed Mr. Lapham to continue the Pacific Festivals, which have become such a colorful part of San Francisco, known the world over.

The Mayor is a dedicated San Franciscan, and he is always striving to make his city the most beautiful and the most attractive. He wants outsiders to come to know San Francisco, feel its warmth, and be attracted by its beauty; and most of all to live in its cosmopolitan atmosphere. The Mayor has placed Mr. Albert Schlesinger in charge of developing methods to contact outsiders, make them aware of our San Francisco, and encourage them to come here as visitors or convention delegates.

The Mayor has been concerned over some method of providing revenue to support activities aimed at acquainting the public outside of our city with the possibilities of our city as an ideal vacation or convention area. A proposal has been advanced to impose a 5% tax on transient occupancy of hotel and motel accommodations. This tax would not apply to permanent residents, that is, those who occupy the accommodations for periods of over 21 days. Some of the hotel interests feel that this is not a suitable or proper method of taxation. This Committee, along with the Mayor, feels that this tax, or some other special form of taxation, is necessary to provide revenue to be applied directly to promoting visitor and convention activities. This Committee wholeheartedly supports the Mayor in his efforts to create a tax or other form of revenue to provide funds for the use of those concerned with bringing more people to San Francisco, with consequent increase in business for our hotels, motels, restaurants and merchants.

This Grand Jury, as others in the past, will endeavor to put forth its best efforts in making recommendations in its final reports. We will continue to bring our recommendations directly to the attention of our Mayor, and we sincerely hope that he will continue to receive the support of all the people when he uses his high office to bring about the fulfillment of these recommendations.

In closing we wish to thank the Mayor and his staff for all the courtesies shown us. He gave his time freely, even with





Mayor (continued)

his ever-busy schedule. We think this gentleman has done an outstanding job in performing his duties. His standards and accomplishments will be a challenging goal to his successors. The Mayor has left his mark on this great city, and we are all richer for it. We wish him Godspeed in any new endeavor he may undertake.

LOUIS J. ROCCA, Chairman

MRS. GRACE DUHAGON

MRS. BERTHA L. VAN VLIET

WALTER M. SANDEFORD



## COUNTY CLERK-RECORDER

Following the retirement of Thomas A. Toomey, who had held the dual title of Recorder-Registrar, the office of Recorder came under the control of Martin Mongan, County Clerk, on November 1, 1960. The office of Registrar was set up as a separate entity.

The function of the office of Recorder concerns the recording of legal documents of various kinds, including deeds and other evidence of ownership or possession of real property. In keeping with modern practice, the recording process is done by the use of microfilm. As many as fifty documents can be reproduced and mounted on a comparatively small card and these are accessible for reading or copying under the supervision of the Recorder's staff. The microfilm process is a long step forward since the days when every document brought in to be recorded had to be copied into massive books in longhand. Naturally under this method the problem of storing the books containing the accumulation of each year's business became serious. Eventually the photostat process was introduced, eliminating the copying by hand. When the Recorder was legally permitted to use microfilm, conservation of time, effort and space was fully achieved.

Much credit is due Mr. Toomey and his fellow county recorders throughout the State for their aggressiveness in securing amendments to the then existing laws governing recording procedures in general, whereby recorders were allowed to substitute first, photostating, and later, microfilm.

Presently there is another phase of the work of the Recorder that has its roots in the past. This has to do with the index system pertaining to the records of real property, which is an alphabetical arrangement. It is an outmoded method and presents a difficult roadblock to the uninitiated seeking information from the records of the office. This method of indexing is prescribed by State law and county recorders may not substitute any other.

Private institutions, such as banks and title insurance companies, maintain their own records of real property in what are known as block books. Every parcel of real estate in the city is shown separately on large maps which are suitably bound, and alongside the diagram and description of the property is indicated the current ownership, as well as title changes recorded in recent years. When title passes into other hands, this is properly noted so that the block books are kept up to date at all times. If one knows the street boundaries of any given block, he can very easily locate the map of that block whereon are shown the property lines of the individual parcels with the pertinent information relating to each piece. The deeds themselves are recorded on microfilm in the customary way.

The Committee is satisfied that the block book method is more efficient than the procedure now in effect. It recommends



County Clerk-Recorder (continued)

that the Board of Supervisors join with the Recorder in soliciting support in the State Legislature to enact such measures as are necessary to permit county recorders to adopt the block book system at their option.

The office of the Recorder is self-supporting financially. This is as it should be. It is the Committee's belief that any office of city government rendering a service to the public should maintain itself from the fees charged for that service. During the fiscal year 1959-1960, its receipts were approximately \$228,000 and its expenses about \$161,000. It might be of interest to mention that certain recordings which by law are exempt from the usual fees would have produced about \$17,000 additional revenue had they not been exempt.

The Committee found the quarters of the Recorder in good condition and the staff very cooperative in serving the public.

During the Committee's inspection of his office, it met the then Recorder, Mr. Toomey, who was most friendly and helpful. To him the members of the Committee extend their thanks and take this opportunity to wish him a long and rewarding retirement.

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The Committee visited the office of County Clerk Martin Mongan and was cordially welcomed. Mr. Mongan conducted the Committee through the department and briefed its members with respect to the business conducted therein.

The activity centered in the office of County Clerk has to do with the filing of documents connected with court cases of all kinds, for which specified fees are charged. In addition, the office serves as a collection agency through which are paid fees and fines for other departments of the city government. Further, the County Clerk acts as trustee for large sums deposited in special trust accounts related to cases in litigation.

In discussing the operations of his office for the fiscal year 1959-1960, Mr. Mongan disclosed that whereas the office receipts totalled over \$2,000,000, the revenue obtained for the normal services of the County Clerk was \$247,000. His operating budget for the period was \$443,000. Commenting on this wide divergence between receipts and expenses, the Committee was informed that the filing fees charged by the office are established by State law, and that it is not within the province of the city or the county clerk to regulate them. Mr. Mongan explained that county clerks throughout the State have made numerous attempts to secure an upward revision of these fees by the Legislature, so that the charges for the service to litigants and others will be sufficient to cover the expense thereof.



County Clerk-Recorder (continued)

Thus far the Legislature has refused to go along with this recommendation. The fact that both the State Senate and Assembly include a number of attorneys may or may not be the reason the Legislature has failed to act. The legal profession challenges the position of the county clerks with the argument that the filing process is part and parcel of the judicial system under which we live; that it is a time-honored step by which an aggrieved person may seek redress from another; that since it involves the rights of our citizens, it is a formality which is our common privilege and its costs should be borne by all.

Judging from past experience it will be difficult to urge upon the Legislature the need to increase these fees. However, there is some hope that a modification might be worked out in connection with the fees on probates, where presently an identical fee (\$22.25) applies regardless of the size of the estate. Obviously the larger the estate the more work is thrust upon the county clerk. This is particularly true where trusts are set up requiring reviews in court at frequent intervals. The county clerks of the State have made many attempts to secure a revision of probate fees on a sliding scale depending on the size of the estate. This seems to be a reasonable basis, and one that would impose no hardships.

The County Clerk processes over 10,000 civil cases a year. If it were possible to charge a few dollars more to file these actions, it would add materially to the revenue of the office and lessen the operating deficit.

As to probates, in excess of 3,000 were filed in the fiscal year 1959-1960. An increase in filing fees on a sliding scale could conceivably result in a sizable increment. For example, if the probate fees were raised to average out \$20 more than the current schedule, the combined increases from both civil actions and probates would bring in something like \$100,000 more than at present.

The Committee recommends that the County Clerk be given all possible support in his continuing efforts to secure enactment of whatever legislation is necessary to bring about a modification in the existing prescribed filing fees, so as to pass along the costs of his service to those who benefit therefrom. The Committee emphatically urges the need for State adoption of such corrective measures as will accomplish this objective.

The office of County Clerk, like that of the Recorder, provides certain services for which, under the law, it cannot make a charge. Perhaps this also is a situation that ought to be reviewed and examined critically in Sacramento.

Now that the offices of County Clerk and Recorder are under a single responsible head, and since the services rendered by these departments, while not identical, do perform in areas of a





County Clerk-Recorder (continued)

similar if not complementary nature, it is to be hoped that any duplication of effort will in time be eliminated at a saving to the taxpayers of the city. An initial move in this direction was to make the Recorder's microfilming equipment available for use by the office of the County Clerk.

The Committee is glad to report that the overall operation appears to be smooth, and the members of the Committee were favorably impressed with the neatness of the quarters and the orderly manner in which the records are filed and maintained.

The Committee wishes to thank Martin Mongan for the many courtesies extended in explaining the procedures of his office, and for giving so generously of his time to do so.

JOSEPH C. CONNELL, Chairman

FELIX P. LASSALLE

LOUIS J. ROCCA



## EDUCATION; SCHOOLS

Preamble: It is usually assumed that the report of a Grand Jury Committee (by its nature an investigative body) will be to some degree at least, critical in tone; exploring and revealing problems and difficulties; and finally, recommending changes, reforms and cures. Therefore, this Committee finds itself in the disconcerting position of being so generally approving of the workings of the San Francisco Unified School System's vast network that it would be easy and pleasant to cover a large subject with a few words of applause and commendation; and difficult, if not impossible, to discover matters of any serious consequence for disapproval.

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The San Francisco Unified School System is a huge complex of finances and humanity: a great business concern with an annual budget in excess of \$47,000,000, large real estate holdings of sensitive values, and an enormous payroll; the human element being comprised of thousands of children, teachers, employees - with all their attendant problems and implicit values.

Naturally, in an organization as large as this, taking in so many diversified elements of people and interests, there are bound to be conflicts and dissatisfactions. If, however, the end results are the proverbial "greatest good for the greatest number," we must agree that a satisfactory balance has been struck.

This past year has seen a number of important issues arise. On some there has been final action taken; on some, action is still pending or being gradually put into effect. This Committee purposes to list, and then to report on, what it considers the most vital in overall importance, under seven headings, as follows:

- School budgeting;
- Building study and bond issue;
- Fire alarm system and safety precautions;
- Discipline manual;
- Growth-trends, and new schools under construction;
- A project to develop solutions for the reading and language problems of culturally deprived youth in selected areas of the city; and last, but not least, The Curriculum Program.

1. School Budgeting. The members of this Committee were given copies of the Superintendent's proposed school budget for 1960-61 for examination and study, and heard budget discussions in Board of Education meetings. This proposed budget was adopted by the Board after its own very careful study. This budget has held the school expenditures down to the level of the previous year, the only increase being the 6% salary raise granted to teachers. Teachers' salary increase has been a long-time topic of discussion between the Board of Education and the various teacher groups and unions.



## Education (continued)

Where teachers are represented by a number of organizations with varying demands and interests, it would hardly be possible to arrive at a figure of increase that would be unanimously satisfactory. This 6% figure seems to be in the best immediate interests of teachers, the San Francisco Unified School System, and the San Francisco taxpayers.

2. Building Study and Bond Issue. As San Francisco continues to grow in population and to spread in area, certain new school buildings are bound to be needed, such as schools in the new Diamond Heights redevelopment area, and the redevelopment area in the Western Addition. The School Office is presently engaged in an intensive survey of these new building needs. It will also be necessary to modernize many of the older buildings. This Committee spent an informative day making visits, in the company of Dr. Harold Spears, Superintendent of the San Francisco Unified School System, to a number of elementary, junior high and senior high schools. The schools visited made a good sampling of the old, the new, and the modernized, and pointed up explicitly the problems of the various neighborhoods and the easing or cure of such problems by adequate school plants and teaching staff. When the Building Study is completed, it will be considered by the Board of Education with the view of proposing a new bond issue within a year or two.

3. Fire Alarm System; Safety Precautions. This heading, No. 3, could properly be a sub-heading of No. 2, since it is the direct outgrowth of the Building Study. Modernization of many of the older school buildings is an absolute necessity to meet the new Fire Regulation Standards of the Fire Department.

The terrible Chicago school fire of recent years, with its horrible and unnecessary cost of children's lives, has alerted the whole nation to the need for new fire regulations. Every community, like San Francisco, is anxious to so safeguard its school children that such a holocaust can never be repeated. Therefore, no matter how urgently these new regulations are considered, and how quickly acted upon, we of San Francisco cannot be too urgent or too quick to put them into effect.

Some precautions have already been adopted by the Board of Education \$162,000 has already been spent to provide new fire alarm systems in all the schools; these systems will send fire alarms directly to the Fire Department. Other procedures already adopted include the closing of doors within the halls of the school buildings during the school day, and the use of student or teacher monitors rather than mechanical door-stops to handle the passage of students. This Committee has heard Fire Chief Hayes' conscientious reports to the Board of Education on at least two occasions. Chief Hayes is Head of the Division of Fire Prevention and Investigation of the San Francisco Fire Department.

4. Discipline Manual. During this past year the Board of Education has given much study to the subject of the proper behavior of students and the establishment of more uniform discipline regulations.









## Education (continued)

A year ago, eight professors (four from the University of California and four from Stanford) were engaged by the Board of Education at a fee of \$10,000, to be divided equally among the eight, to make a study of the curriculum of the San Francisco schools. A supplementary \$2,000 was paid for clerical help, travel, and other expenses.

When the report was presented to the Board of Education in the spring of 1960, it was turned over to Dr. Spears with the request that he recommend such curriculum revisions as might be followed. His report on this included a proposed 23-point program, appended in full at the end of this committee report. This 23-point program was accepted without discussion and was unanimously adopted by the Board of Education on June 21, 1960, to be carried out during the 1960-61 school year, or as soon as possible. Work on these curriculum improvements is going forward in the schools; progress reports are made to the Board; great benefit in the local schools is anticipated. Much of this program has already been put into practice, and good results are already being noted.

Some of the public may cavil at the seeming elowness of the full curriculum revision. There has been occasional disagreement on the Board of Education itself; but no one can doubt the intention and ability of San Francisco's Superintendent of Schools to see this program effectively realized in time. There is an adage of proven worth to this effect: "Make haste slowly." But, we add, it will be made surely in the end.

San Francisco is fortunate indeed in having the enormously important post of Superintendent held by Dr. Harold Spears. He fills most ably a double role: that of Business Administrator and of Educator-In-Chief. And at no time is the second role subservient to the first; nor is the first less capably managed because Dr. Spears' paramount duty is to the school children of San Francisco. The high quality of Dr. Spears' appointees to top administrative jobs is added proof of his caliber as chief administrator.

The Board of Education is composed of an outstanding group of citizens whose intelligent, earnest interest in, and dedication to, the youth of San Francisco is tireless, selfless, and effective in getting results. There may be different points of view - disagreements on issues; yet in the final analysis the Board members pull together and the cooperation between the Board and the Superintendent can best be judged by the total results they achieve together.

BERTHA L. VAN VLIET, Chairman

JOHN W. SHERRY

FERD H. LACHMAN

1. The first part of the problem is to find the value of  $x$  such that  $x^2 + 1 = 0$ . This is a quadratic equation, and we can solve it by taking the square root of both sides. This gives us  $x = \pm i$ , where  $i$  is the imaginary unit, defined as  $i^2 = -1$ .

2. The second part of the problem is to find the value of  $y$  such that  $y^2 + 1 = 0$ . This is also a quadratic equation, and we can solve it by taking the square root of both sides. This gives us  $y = \pm i$ .

3. The third part of the problem is to find the value of  $z$  such that  $z^2 + 1 = 0$ . This is also a quadratic equation, and we can solve it by taking the square root of both sides. This gives us  $z = \pm i$ .

4. The fourth part of the problem is to find the value of  $w$  such that  $w^2 + 1 = 0$ . This is also a quadratic equation, and we can solve it by taking the square root of both sides. This gives us  $w = \pm i$ .

5. The fifth part of the problem is to find the value of  $v$  such that  $v^2 + 1 = 0$ . This is also a quadratic equation, and we can solve it by taking the square root of both sides. This gives us  $v = \pm i$ .

6. The sixth part of the problem is to find the value of  $u$  such that  $u^2 + 1 = 0$ . This is also a quadratic equation, and we can solve it by taking the square root of both sides. This gives us  $u = \pm i$ .

7. The seventh part of the problem is to find the value of  $t$  such that  $t^2 + 1 = 0$ . This is also a quadratic equation, and we can solve it by taking the square root of both sides. This gives us  $t = \pm i$ .

8. The eighth part of the problem is to find the value of  $s$  such that  $s^2 + 1 = 0$ . This is also a quadratic equation, and we can solve it by taking the square root of both sides. This gives us  $s = \pm i$ .

9. The ninth part of the problem is to find the value of  $r$  such that  $r^2 + 1 = 0$ . This is also a quadratic equation, and we can solve it by taking the square root of both sides. This gives us  $r = \pm i$ .

10. The tenth part of the problem is to find the value of  $q$  such that  $q^2 + 1 = 0$ . This is also a quadratic equation, and we can solve it by taking the square root of both sides. This gives us  $q = \pm i$ .

## Education (continued)

### 23-Point Curriculum Program

1. The establishment of distinct curricula, such as academic, business, industrial arts, for grades 9 through 12.
2. In all solid subjects, from elementary through high school, content be defined and prescribed in much greater detail than it is at present.
3. Elimination of goals courses in the senior high schools.
4. That lay readers be provided in the high schools to aid the teachers of English in reading the papers of their students.
5. Academic achievement by students should be given much more recognition than it receives at present, in the form of honor rolls, awards, publicity, and special privileges.
6. That we take greater advantage of the Advanced Placement Examinations of the universities in serving the more gifted high school students.
7. More supervised study periods in the schools, and greater emphasis upon the systematic introduction of homework in the higher grades of the elementary school, with caution against requiring homework merely to keep students busy.
8. That courses be scheduled two and three times a week as well as five, in order to give greater flexibility to the program.
9. That there be much more intellectual interchange between teacher and students, in the form of explanation, discussion, and testing the student's comprehension. The classroom should be a place where principles are unfolded, knowledge is imparted, ideas are interchanged, and enthusiasm for learning is aroused; not where exercise books are filled, homework is done, and time is passed.
10. That teachers teach only in their major or minor subjects of specialization.
11. Unruly students should be referred to the school administration for correction; incorrigible students should be removed from regular classes.
12. That teachers be freed from all clerical, administrative, and other duties not immediately related to teaching.
13. That the present practice of granting academic credit for menial and other non-academic tasks be abolished.
14. Primary readers seem throughout too elementary and simple for their grade level.



Education (continued)

15. That more careful methods be followed in the selection and the promotion of teachers, and in the removal of incompetents.

16. Elimination of classroom interruptions in order to assure an atmosphere more conducive to serious study.

17. Before undertaking a project or taking a field trip, the teacher should soberly weigh the amount of time required against the education result to be achieved.

18. The obligations of the English curriculum are threefold: (1) to teach the student to read perceptively, rapidly, and at a constantly higher level of difficulty up to and including adult works of literature in a variety of forms; (2) to teach the student not only to write clearly and correctly, but, finally, to compose logically and effectively in the expository forms, including literary analysis and criticism; and (3) to assist the student in the effective oral presentation of his ideas, but without lessening the claims of the first two obligations by an undue attention to a formal third called speech or public speaking.

19. That "a closer integration of logic, grammar, and composition be effected."

20. That more essay-type examinations be required, not only in English but in other courses as well.

21. That promotion should never be automatic.

22. We should like to see the San Francisco Public School System avail itself of the new extensive paper-back market.

23. It is recommended that four years of English in grades 9 to 12 be required for college-bound students.

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## REAL ESTATE

This Committee, on several occasions during the year, has met with and conferred with Mr. Philip L. Rezos, Director of Property. This Committee is of the opinion that the Director and his staff, known as the Real Estate Department, have constructively handled the numerous transactions placed under their care and jurisdiction. This Department handles the purchase, sale, and leasing of land and buildings, as well as the supervision and maintenance of some of the buildings.

The work of this department can be better appreciated with a review of some of the transactions which bring this office into contact with most of the departments of the city government. It is fundamental that the location of office space, land, or buildings is the first requirement before many of the necessary changes can be made in city departments, or with city activities or interest.

Civic Auditorium. The Civic Auditorium is under the direction of Mr. James A. Graham, Superintendent of the Auditorium, and a vital part of the Real Estate Department staff.

The \$7,000,000 bond issue approved by the voters has made possible the rehabilitation of the Civic Auditorium. Preliminary plans for this work have been developed along with the Director of Public Works and a group of architects and engineers. This program will make the Auditorium attractive and functionally useful for the many affairs held in this building.

A difficult problem for the Real Estate Department to resolve has been the maintaining of pending convention schedules in the building during the reconstruction period. Where it is possible, they are striving to permit scheduled events to be accommodated during this period. In some instances it has been necessary to cancel bookings in order that the reconstruction work might be completed within a reasonable length of time.

City Hall Annex. The Civic Center Master Plan provides for the eventual construction of a new building on McAllister Street between Van Ness Avenue and Polk Street. During the course of this year the Real Estate Department has purchased the building at 450 McAllister Street for the sum of \$575,000. The City presently owns the service station site on the northwest corner of Polk and McAllister Streets, adjacent to 450 McAllister Street. Thus the City now owns considerable land in this area which can be used to develop the Civic Center Master Plan. The purchase of this building will help to ease the space problem now existing in the City Hall proper. The building at 450 McAllister Street will be occupied by the Central Permit Bureau, building, electrical and plumbing inspectors of the Department of Public Works; the Retirement System; Health Service System; Real Estate Department; and the Parking Authority.

Wholesale Produce Market - Marine Corps Base Site. The Real Estate Department has been working with groups from the produce merchants and the General Service Administration of the federal government in an endeavor to relocate the wholesale produce market from the Golden Gateway Area to the Marine Corps Base site. Considerable work has been done on this project, and in the past few weeks it would appear quite favorable. In this same area the Board of Education has made





## Real Estate (continued)

application for approximately three acres of land, and the Water Department Corporation Yard has requested some seven acres.

This has been a time consuming project that has presented many problems in negotiations because of the uncertainty attending the placement of the wholesale produce market.

Silva Tract Property, Millbrae. The Real Estate Department handled the sale of this property - the largest single tract sold by the City. The sale price was \$1,590,000. In addition, a portion of the property was conveyed to the Millbrae School District for \$175,000. Also, a substantial additional amount will be derived by the sale to the State of a portion of the property which was reserved for widening El Camino Real. The total amount to be derived from the Silva Tract is expected to exceed \$2,000,000.

Lincoln Building, Fifth and Market Streets. This property is presently under lease until June 30, 1963, at a rental of \$29,500 per month, or \$354,000 per year - a total of \$7,080,000 for the 20-year period of the lease. The Real Estate Department has been requested to make a complete economic survey and study of the property for the purpose of determining whether the property should be sold at the expiration of the present lease, or whether bids should be invited for a new lease and upon what terms and conditions this should be negotiated. This is a very valuable property, with frontages of 275 feet on Market Street and 275 feet on Fifth Street.

Airport Expansion. During the past year or so, the Real Estate Department has acquired 1,220 acres of tidelands for expansion of the Airport from Food Machinery Corporation, plus another 360 acres from Ideal Cement Company, and more recently has secured an option for an additional 30 acres, for a total of 1,610 acres to provide for future expansion of the Airport.

This Committee feels that the staff of the Real Estate Department, under the direction of Philip L. Rezos, should be highly commended for the excellent work that has been planned or accomplished during the course of this year. This Committee feels that special mention should be made concerning Mr. Earl P. Cutting, Assistant Director of Property, who has an enviable record of accomplishment during his 40 years of service with the City. The retirement of Mr. Cutting in July of 1961 at the compulsory retirement age of 65 will be a loss to the Real Estate Department.

FELIX P. LASSALLE, Chairman

GRACE DUHAGON

PHILLIP W. GALLAGHER.



## RECREATION AND PARK

Your Committee had many occasions to meet with the General Manager, Mr. Raymond Kimbell, and to visit many of the facilities under his jurisdiction during the year 1960. We also had the pleasure of meeting with his division heads, Mr. Carey Baldwin, Director of the Zoo; Mr. James Lang, Superintendent of Recreation; Mr. Bartle Rolph, Superintendent of Parks; Mr. George Harmon, Supervising Engineer; Mr. John McDonald, Business Manager; Mr. Percy Brydon, Director of Strybing Arboretum, and Mr. Paul Moore, Secretary of the Commission.

The city is indeed fortunate to have men of this caliber in these important positions. They are all experienced and dedicated. Mr. Kimbell has created a high standard of efficiency and teamwork among his staff, of which the citizens of San Francisco can be very proud.

This department operates 148 units, consisting of the following: 75 supervised play grounds and park squares; 9 swimming pools and 2 beach areas; 1 lake area; 40 unsupervised parks, beach areas and squares; 4 golf courses; 3 stadia; 2 day camps; 1 family mountain camp and 11 miscellaneous units, such as Storyland and rifle range. At present there are 870 full-time employees, with additional employments added in accordance with seasonal periods. The annual budget for the current year is \$8,876,504.

1947 Bond Fund: It is expected that in the early part of 1961 the Silver Tree Day Camp, below the Diamond Heights area, and the lighting at Hayes Valley Recreation Center will be completed, thereby finishing the construction under the 1947 bond fund of \$12,000,000.

1955 Bond Fund: With regard to the 1955 bond fund of \$7,000,000, construction has been completed this year on the following projects: Jackson Playground, Fleishhacker Pool Heating Plant, miscellaneous additions at the Corporation Yard, fencing at McLaren Park, irrigation at Great Highway and Beach Chalet Soccer Field, and irrigation and inscellaneous improvements at McCoppin Square. Work is in progress and will be completed early in 1961 on irrigation of Larsen Park, conversion of the field house at McCoppin Square, and reconstruction of Helen Wills Playground and field house.

Current Budget: Major budget items completed this year have been the Bocci Ball Courts at Aquatic Park, Tiny Tot area at Precita Park, convenience station at Mission Park, painting of Kezar Pavilion and Stadium, and alterations to Sharp Park Club House.

This year the Hall of Flowers, in Golden Gate Park, was completed and dedicated. This building was constructed at a cost of \$548,000 with funds which have accrued to San Francisco over the years from the County Fair funds of the State of California.



## Recreation and Park (continued)

Work presently in progress under the current budget, and which should be completed early next year, includes the following major projects: Sutro Reservoir at Midtown Terrace, the moat for the giraffe quarters, gorilla grottoes and fencing at the Zoological Gardens, and the resurfacing of tennis courts.

Future Projects: Regarding the nine-hole golf course at McLaren Park, construction contracts have been let and work is well under way on the irrigation and turfing for the new course. It is anticipated that it will be ready for play by the latter part of next year. The Committee feels that while the Recreation and Park Department has been criticized for the delay in completing this project, it was not entirely their fault. The appropriation of funds was delayed for a time by the Board of Supervisors. As a matter of interest, the appropriation for the Clubhouse at McLaren Park has not yet been approved by the Board, but this is expected the first week in December.

Plans and specifications have been completed for another nine-hole golf course in Golden Gate Park, adjacent to the present one. The Recreation and Park Department will request in the department's budget estimates for this project. Also, approval will soon be requested for the conversion of the practice course at Harding Park into a nine-hole golf course. It is felt by this Committee that this project will help considerably in alleviating the crowded conditions at Harding and Lincoln Park golf courses, and we recommend approval of these requests.

Yacht Harbor: At the request of the Recreation and Park Commission, the Arthur D. Little Company made a feasibility study of Marina Yacht Harbor to determine whether or not the City might qualify for a loan of \$1,500,000 from the State of California Small Craft Harbor Commission. This study showed that such a loan is feasible, provided the City appropriates approximately \$316,000 for rehabilitation of the seawall and for deferred maintenance and the development of parking areas. The report further showed that if the City is successful in obtaining this money it would mean that Yacht Harbor would become self-supporting, and besides repaying the loan, would pay to the City approximately \$1,000,000 within a period of twenty years, at which time the development would be turned over to the City free of debt and in good working condition.

It is interesting to note that the Recreation and Park Commission, at its meeting of November 10 this year, approved the report and made application to the State of California for this loan. This Committee is hopeful that the loan can be obtained, in order to complete Marina Yacht Harbor, and strongly recommends that the Board of Supervisors appropriate the \$316,000 for this project at the proper time.

Candlestick Park: The newest major facility under the Department is Candlestick Park. This has been acclaimed by many as one of the most beautiful baseball parks in the country. Along with the accolades there has been much criticism mainly concerning the



## Recreation and Park (continued)

wind conditions. At the present time there is a thorough study being made by Metronics Associates of Palo Alto. Their report is to show what would be the most effective way to control the wind and what the cost would be. This report is expected in the early part of December, and it is strongly recommended by this Committee that funds be appropriated to complete the study.

The Zoo: The Zoo has made great strides under the direction of Carey Baldwin. The Committee on its visit was very impressed with the cleanliness and efficient manner in which the Zoo is operated. Much of the pleasures of the Zoo are due to the efforts of the San Francisco Zoological Society through its president, Mr. Alan Fleischhacker and his board of directors. They have brought about many striking improvements to the Zoo. They presently operate all the restaurant facilities, the merry-go-round, and the train and pony rides. Many new species of animals have been added during the past year by donations from the Zoological Society. Some of the outstanding contributions have been through the efforts of Edgar Stone, First Vice-President of the Society. On his trip to Russia last year he negotiated a trade with the Moscow Zoo wherein San Francisco received snow leopards and fresh water seals. Our Zoo is the only one in this country to have such seals. Mr. Stone, on a recent trip to Africa and London, also negotiated a trade for other animals, which negotiations have not yet been completed. This Committee would be amiss if it did not note the generosity of Mr. Carroll Soo Hoo, a resident of Berkeley, who has donated many thousands of dollars to the Zoological Society.

Golden Gate Park: Golden Gate Park has been carefully maintained and has received nationwide acclaim for its beautiful condition. There has been a heavy demand on the staff in the design, planting and removal of the very popular floral plaque located in front of the Conservatory. The Panhandle has received particular praise because of the re-designing of the lower section. Much old shrubbery and undergrowth has been cleared away to make room for greater use of this area. The Committee wishes to commend the efforts of the San Francisco Arboretum Society, under the leadership of Mr. Marshall Madison.

Traffic volume continues to be a great problem in the Park. The Commission, concerned particularly over the condition on weekends, requested the Traffic Engineering Bureau of the Department of Public Works to conduct a survey on which the Commission might base recommendations for the alleviation of traffic problems, especially in the area of the Academy of Sciences-deYoung Museum-Band Concourse Complex.

Camp Mather: Camp Mather, a family camp in the Sierras, operated by the City and County of San Francisco, had another successful year of operation in 1960. Reservations were opened for residents and taxpayers on April 9, and for non-residents commencing May 9. Approximately 80.13% of the visitors to the Camp were San Franciscans. Out-of-town campers helped fill the accommodations, particularly during the lax periods of the first and last two weeks.

Kezar Stadium and The 49'ers: With the Recreation and Park Commission entering into a ten-year contract with the San Francisco 49'ers Professional Football Team, negotiations are in progress for the securing of a new scoreboard at Kezar Stadium. It is





## Recreation and Park (continued)

planned that this will be similar in size to the present one, but it will be automatically operated and will be constructed to indicate more pertinent data. This Committee also wishes to commend the Commission on their selection of the Duchess Catering Company as concessionaire at Kezar Stadium. Not only are their facilities much cleaner, but the quality of the food has been greatly improved. Also, revenues have increased considerably since the start of their contract.

General Comments: With completion of the many new units during the past few years, a growing demand has been created for more material, supplies and personnel to maintain and operate these facilities. It is felt that lack of funds has caused much important work to be deferred, and has resulted in poorer maintenance, with attendant deterioration of properties and curtailment of service by reason of frequent operation with only skeleton crews and minimum activities programs. Although obliged to operate with a most limited budget and a somewhat restricted program this year, it was observed that nevertheless there was an increase in attendance of 384,828 at the aquatic units for a ten-month period over the same number of months for the previous year.

There has been an increase in attendance in park and playground activities as a whole in 1960. This has been most noticeable at the Zoo, where it is estimated 2 million people will visit this year.

This Committee wishes to congratulate the Recreation and Park Commission, headed by Mr. Walter Haas, Sr., and the Commissioners, William Coffman, Percy Bercut, Miss Mary Margaret Casey, John F. Conway, Jr., Dr. Francis J. Herz, and Mrs. Joseph A. Moore, Jr., for their untiring efforts on behalf of the citizens of San Francisco. They give most generously of their time, and we are most fortunate to have a group of commissioners who are so devoted to the welfare of this city.

In conclusion, we wish to state that it has been a great pleasure to have served on this committee, and we wish to express our appreciation to Mr. Raymond Kimbell, to his department heads, and to the commissioners for their many courtesies and cooperation, and to compliment them on the outstanding work they are doing.

ROBERT A. LURIE, Chairman

MRS. BERTHA VAN VLIET

JOSEPH CONNELL



## CIVIL SERVICE

The Civil Service Commission of the City and County of San Francisco is the employment and personnel department for our local government. While it has at times been compared to the corresponding department of a large private industry, such a comparison is indeed inadequate. It fails to account for the fact that our city and county government administers and operates a number of separate industries, for example: a railway, a water department, an airport, as well as such complex services as its hospital system and police and fire departments. The Commission is, therefore, faced with the personnel problems of each of these varied departments, without being afforded the flexibility of operation which plays so important a part in the operation of private industry.

While operating under the provisions of our Charter may have certain advantages to such an agency it also provides within its framework restrictive provisions which must be taken into account before any major change in policy can be effected. Further, the amounts of money that may be allocated for recruiting the personnel required by the other departments served by civil service are not easily adjusted to conform to the ebb and flow of available people in the labor market. It is to the credit of the Civil Service Commission and Mr. George J. Grubb, General Manager, Personnel, that this phase of their job has been handled as well as it has. Our discussions with them about this problem have pointed up some of the difficulties confronting them and their staff as well as their constant vigilance in seeking new and more efficient methods of overcoming those problems.

The Civil Service Commission was established in San Francisco by the 1900 Charter and from its inception has had the firm support of the people. At the present time there are over 17,000 permanent jobs in the city and county government which in some way fall within civil service jurisdiction. This number excludes the over 4,000 certificated employees of the San Francisco Unified School District who are not subject in any way to the jurisdiction of the Civil Service Commission.

The Commission proper is composed of three members who are appointed by the Mayor for six-year overlapping terms. The present Commission is composed of Mr. William Kilpatrick, President; Mr. Hubert J. Soher, and Mr. Richard Collins Ham. The staff, headed by Mr. George J. Grubb, General Manager, Personnel, and consisting of 56 permanent employees, performs the job of administering the charter provisions applicable to civil service and also the policies and procedures established by the Commission.

The office of the Civil Service Commission is composed of six sections. These are the Classification and Pay Division, Examining Division, In-Service Activities Division, Certification Section, Payroll Section, and the Secretarial Section.



## Civil Service (continued)

The Classification and Pay Division: The Classification and Pay Division investigates the duties and responsibilities of the numerous positions in the service and, based on its studies, recommends the appropriate classification for those positions. The Division collects and analyzes information about salaries and wages in private industry and other governmental jurisdictions for comparable work; assists in formulating recommendations of the Commission to the Board of Supervisors on salaries for city employees; obtains data on wages paid craftsmen under private contract and analyzes the personnel requests of all departments in their annual budgets.

The major project of the Classification and Pay Division during the past year has been a complete survey of the classification of all positions in the service with the exception of platform employees of the Municipal Railway and the uniformed forces of the Police and Fire Departments. This is the first complete survey for San Francisco in this field since 1928. The study was made by the J. L. Jacobs Company of Chicago, under a contract entered into in August 1959. The Jacobs Company forces were assisted by four technical staff members and one stenographer from the civil service staff. The Study included review of 12,500 positions of the city and county service. It was originally scheduled for completion by June of this year. However, because of delays due to several factors including illness of the Jacob's Staff, need by the contractor to increase his staff during the course of the study, and, to a minor degree, some delay by the operating departments in providing required information, the completion date was extended to September 30th, and the consultation period to December 31, 1960. After review by the personnel groups affected and upon modifications resulting from such review it will then be up to the Civil Service Commission to take any further action necessary to put the new manual into effect.

While the new manual would include about 1,050 classifications as against 840 now in effect, this increase should not cause too much concern. Many of the new classifications are occasioned by changes resulting from the advances in technical fields over the past several years, good examples being the more complex activities of medical personnel, use of mechanized office equipment, and the like. In this regard we have been assured that while the new and revised classifications may differ somewhat from those now in effect, adoption of these classifications will not result in any automatic promotions or demotions of present permanent employees. Such changes would not be consistent with the merit system upon which civil service is built.

This Committee believes, however, that though the new and revised classifications might be a fair basis upon which to begin, they should not be relied on so strongly that future changes in duties would not be recognized. It is our understanding that the duties incorporated in each classification will be changed as the various departments grow and take new responsibilities. These



## Civil Service (continued)

added duties might well be recognized by appropriate compensation, but this can only be accomplished by constant vigilance and study by the Civil Service, as well as prompt action by the various department heads in keeping Civil Service informed as to the duties of their employees.

The Examining Division: The Examining Division is responsible for determining the examination needs of the city, preparing examination announcements, recruiting personnel for the examinations, and composing the examination questions. When examinations are held, this group administers and scores the tests, investigates protests of questions, recommends the passing grade applicable, and compiles the lists of eligibles.

For many years this section has been hampered by a difficult problem - that of the right of all participants and citizens to copy examinations in their entirety. Because of this "right," examinations once used became practically worthless for future use. Also, since the development of examination questions required so much research and so much time spent in preparation, each examination was very expensive. Further, professional organizations skilled in the developing of examination material were reluctant to furnish their material for use in our civil service tests. Recognizing these handicaps, the people of San Francisco, in the June 1960 election, approved a charter amendment which, among other things, would discontinue the practice of copying examinations. The amendment as approved will become effective upon ratification by the State Assembly in January, 1961. Thereafter, the Civil Service Commission will be able to refine and re-use the examination material, and in certain instances will be able to contract for use of examination material developed by others experienced in that field. Participants in examinations will have the right, however, to review and protest questions and answers used in the tests prior to rating of the examination papers. The amendment also permits a shorter posting period, and this will allow the Civil Service Commission to start certification more quickly and thus fill vacancies while the eligible candidates are still in the market. All of these provisions should be of distinct help to the Civil Service Commission, to the city departments seeking to fill vacancies, and, in the long run, to the people of San Francisco.

Because of improved operating procedures developed by the Commission staff, and with the use of new equipment, the number of entrance and promotional examinations has increased noticeably over the previous fiscal year, 1958-59. Entrance examinations increased 12.1% and the number of eligibles for appointments by 31.3%. Promotional examinations have increased by 48.1% and the eligibles placed on promotional lists by 12.7%. Other improvements in the rules applicable to announcements and written tests for limited tenure employees have permitted faster placement of such employees until regular eligibles for these jobs are available. Due to such improvements, the total program has indicated an increase over the preceding year of 48.6% in the number of applicants and an increase of 38.3% in the number of eligibles. It is interesting to





Civil Service (continued)

note that the additional recruiting and examination work has been accomplished with no increase in personnel in the examining division. From our discussions with Mr. Smith, we find that when the leased data processing equipment installation has been completed and employees trained in its handling, further improvement will result. It appears to this Committee, however, that with regard to promotional examinations, there are certain fields in the civil service where employees are unduly restricted as to the examinations they may take. While an employee may, through examination, become eligible for a better job, he must in many cases do so on an entrance basis. But if the entrance salary is lower than his present rate the move becomes financially impractical. We believe that such restrictions might well lead to frustration of the employee and tend to destroy the initiative as vital to top-grade job performance. We have discussed this point with the Commissioners and with Mr. Smith and find that this situation is recognized and is under review.

Also, it has been called to our attention that there are instances where new employees or replacements have been requested by departments and many months have elapsed between the time of such request and the time an examination for the job is held. We can understand this, because of the complications involved in recruiting candidates and holding the examinations, breaking pay scales, but, because such delays can leave a department short-handed, especially in key positions, with resulting ill effect on the other personnel in the agency and ultimately on the service to the city and the public, we hope that further personnel and procedural changes can be accomplished to ensure a smoother flow of personnel. With the intent that the Commissioners and the staff have shown in this matter we are confident that this problem will be corrected.

The In-Service Activities Division: The In-Service Activities Division is a relatively new section of the Civil Service Office. It has the task of maintaining an employee development program, including training, service training and career development. It also handles rotation, transfer and advancement of titles and positions and participation in development of working relationships with the community, government and the local environment. The program is under the supervision of the Chief Personnel Officer and was approved in January of this year. It has already produced an employee development plan for the year which has been filed in the Personnel Department and in the Civil Service Department. The realization of the importance of employee development is being demonstrated by the fact that the department has requested, and, in employee training matters, cooperation from the two departments. We hope the department will continue to be interested in the development of these areas. The employee development program is being developed by the Civil Service Office in cooperation with the Personnel Department. The program is being developed in cooperation with the Personnel Department and the City of California Extension Division, and a working agreement has been







## Civil Service (continued)

various management people in the city indicates that the job protection factor makes it difficult to replace those whose work may leave something to be desired. These cases are of course in the minority. It appears to us that this disadvantage may be lessened, at least in part, by closer supervision by management of the department involved during the probationary period. Proper supervision, together with necessary evaluation of character and work habits, during that period, should tend to alleviate the problem.

Also, in order to help accomplish this objective, this committee believes that management of the department involved should have a more active role in the selection of its employees. While admittedly the department head or his representative may not be a professional personnel man, he does know the job to be done and the kind of people he needs in his organization. He undoubtedly has certain ideas as to the qualifications he is seeking in his employees and we believe he should be given the opportunity to exercise some judgment in their selection.

In conclusion, this committee realizes that the problems discussed in this report are not new to the Civil Service Commission. We also realize that some of the problems confronting the Commission are not easily solved and that some may require revisions of the Charter provisions applicable to Civil Service. In any event, all of them must eventually be worked out. Where Charter revisions are needed steps should be taken to accomplish such revisions without delay. We are confident that the people of San Francisco will provide Civil Service with the tools necessary to do their job.

During the year Mr. William Lahanier, having served on the Civil Service Commission nearly seven years, resigned as President. We thank him for his cooperation while in that office and wish him good fortune in future undertakings.

We also thank Mr. William Kilpatrick, President of the Commission, and Commissioners Hubert Soher and Richard Ham and express appreciation to Mr. George Grubb, General Manager, Personnel, and to Mr. Harry Albert, Mr. Norman Ecklund, and Mr. Clifford Meagher, for their cooperation and assistance.

JOHN W. SHERRY, Chairman

ABRAHAM B. JOHNSON, JR.

RICHARD M. KING



# HOUSING AUTHORITY

This Committee on the Housing Authority has had numerous meetings with the executive staff and the commissioners of the Housing Authority of the City and County of San Francisco. This Committee is favorably impressed by the organization's broad social concept of its community responsibility, and the efficient, business like conduct of its everyday routine affairs.

This Committee also feels that in some instances the purposes and operational methods of the Housing Authority are not properly understood by the public at large, and would like to offer these statements for consideration and clarification.

The Housing Authority of the City and County of San Francisco is a State Public Corporate body, organized in 1938 for the purpose of constructing and operating low-rent housing for low-income families. Its affairs are governed by a five-man commission, appointed for a four-year term by the Mayor. They serve without compensation.

The cost of its developments is defrayed by long-term bonds, sold on the open market, which are fully guaranteed as to principal and interest by the United States government. In addition, the Federal government provides an annual financial contribution, sufficient to "maintain the low-rent character of the projects." Its activities are under strict Federal regulatory control.

Since its inception the San Francisco Housing Authority has constructed 15 permanent projects, consisting of 4,348 apartments. In addition, the Authority owns and operates 2,749 temporary accommodations which are the last of the wartime housing units still continuing in use.

Generally speaking, preference for vacancies is extended to families being forced to move by reason of redevelopment or other public construction activities, and to families of war veterans and those with minor children. A recent amendment to the United States Housing Act now permits the housing of single elderly persons, i.e., women over the age of 62 and men over 65.

Construction. The Housing Authority has had an intense construction program during the year 1960, with three large housing projects under way. The year 1961 will see the start of a fourth project.

1. San Francisco's famed Ping Yuen Project will have an annex which will accommodate 194 families in a modernly designed 11-story building between Pacific and Broadway, near Powell Street. It will be decorated by traditional Chinese bas-relief figures on the second story balcony, including dragons, fish, native birds, and appropriate Chinese characters. At the entrance, a 30-foot obelisk, an ancient Chinese symbol marking notable structures, will be placed so as to give an impressive addition to the Oriental motif of San Francisco's celebrated Chinatown.





Housing Authority (continued)

children, in addition to other improvements.

This Committee commends the Housing Authority for its progressive program involving many worthwhile contributions to San Francisco's community life over and beyond the sphere of housing, to the very substantial benefit of San Francisco. It is noteworthy that this public body contributed payments in lieu of taxes during the year in the amount of \$192,541, making it in fact one of the City's largest tax payers.

At the close of the year the Housing Authority was engaged in planning for the construction of an additional 538 apartments, portions of which are contemplated for the Bayview District, Potrero Hill and Mission areas.

FELIX P. LASSALE, Chairman

MRS. GRACE DUHAGON

PHILLIP N. GALLAGHER



## EIGHTS AND MEASURES:

The San Francisco Department of Weights and Measures is charged with the legal responsibility of assuring correct quantity determination in commercial transactions. This is accomplished by adhering to State Laws and Regulations, Secs. 12210 and 12212, Business and Professions Code, requiring a minimum of annual inspections of scales, pumps, meters, measuring devices and all mechanical means of determining quantity. This Department is responsible for supervision of Public Weighmasters, sales and testing of brake fluid and anti-freeze liquids, and advertising of petroleum products. Mr. O. C. Skinner, Jr., Director of this Department, is capably assisted by a staff of 1 sealer, 1 clerk, 1 senior inspector, and 6 inspectors, numerically the same as when this office was started in 1915.

In addition to the routine duties outlined above, Mr. Skinner and his staff now must assume another inspection procedure that has been approved by state regulation and becomes effective January 1, 1961. This requires that pre-packaged commodities, a new trend in merchandising, be checked to assure that the buying public gets proper weights and measures as shown on the pre-marked packages. Mr. Skinner realizes the importance of this new function, and he has indicated to his Committee that he will request from Mr. Charles Guichard, Chief Personnel Analyst, aid in obtaining schooling in quantity control for his staff and himself, in order to obtain all the essential knowledge necessary to carry out these new duties.

Investigational work is also a function of this department. It is their duty to obtain evidence of deliberate short quantity delivery. Educational work in the use of weights and measure devices and proper packaging procedures are also a function of this office.

Earlier this year this Committee was apprised of the fact that the Department of Weights and Measures was lacking in one thing to make it near perfect in equipment, and we, the Committee, in accord with the other members of the 1960 Grand Jury, communicated with the Mayor and the Board of Supervisors, asking that they approve a budget request of \$25,000 to install a meter testing tank and facilities which this city and county urgently needs. This meter testing tank and equipment is used by every county of any appreciable size, many of them smaller than San Francisco, but still this item has not been approved for purchase. We recommend this matter to the 1961 Grand Jury, and ask that they give it their full consideration, and that they lend their support to the Department of Weights and Measures in their efforts to obtain this necessary equipment.

This Committee commends the Department of Weights and Measures as one of the most efficiently and economically operated departments of its kind in the State of California.

FERD H. LACHMAN, Chairman

LOUIS J. ROCCA

WALTER H. SANDFORD



## PUBLIC WORKS

The Department of Public Works is responsible for the construction and maintenance of the city's streets, highways other than state highways, bridges, tunnels, sewers, sewage pumping stations and treatment plants, and over three hundred city buildings. It is also responsible for the issuance of all building permits and for the administration of the Building and related codes for the supervision of the dump where San Francisco's garbage is disposed of about a mile south of Candlestick Point.

This Department is under the supervision of Mr. Reuben H. Owens, Director of Public Works, R. Brooks Larter, Assistant Director, Administrative, and Lawrence J. Archer, Assistant Director, Maintenance and Operation. The functions of the department are being performed conscientiously and efficiently by the nine bureaus of which it is composed, namely, Engineering, Building Inspection, Architecture, Street Repair, Sewer Repair and Sewage Treatment, Building Repair, Street Cleaning, Accounts, and Central Permit.

Review of the Department's activities revealed the following matters worthy of note or special consideration:

1. Complaints of odor and nuisance at the garbage dump are no longer being received. This is due to completion of a dike by the Sanitary Fill Company, and to pumping which has dried up the lagoon and provided a dry bed on which the garbage is now dumped. The former dumping in stagnant salt water promoted the generation of objectionable gasses. The garbage problem can therefore be considered solved for some seven or eight years, until the dry lagoon is filled. By that time, it is hoped, the Sanitary Fill Company will have secured an additional dump area.

As a related matter, the Department has negotiated an agreement with the Bayshore Sanitary District for treatment, at cost, of the District's sewage in the City's plant. This sewage presently flows adjacent to the garbage dump through an open ditch and into the Bay. Its treatment will avoid a possible nuisance which, due to its proximity to the dumps, could be an embarrassment to the City.

2. This Committee strongly endorses the recommendations of previous Grand Juries for construction of additional facilities at the Public Works Maintenance Yard. With the support of these Grand Jury reports, some \$193,000 was appropriated for the necessary land and the site is now ready for construction work. Economies and long-term benefits from this construction would centralize activities, decrease operating costs, and advance the effectiveness of services rendered by the maintenance and operation bureaus by:

- (a) Releasing City-owned land at 15th and Harrison Streets and return of this land to tax rolls;



Public Works (continued)

- (b) Lowering cost of work performed by the City by providing modern and efficient shops;
- (c) Eliminating unproductive travel between the existing warehouse and the maintenance yard, now two miles apart;
- (d) Providing for adequate storage and warehouse areas making it possible to buy materials on a quantity basis at lower unit costs.

This Committee understands the cost of construction will be some \$1,259,000 and we strongly endorse the contemplated inclusion in the Department's 1961-62 budget of a first installment of approximately \$715,000.

3. The pigeon population in San Francisco continues to increase without control. Defilement of buildings throughout the City is a cause of great expense, both to the City and to private owners for cleaning the buildings, and constitutes a public nuisance which should be abated..

The Pigeon Survey Committee of the Junior Chamber of Commerce recommended to the Board of Supervisors in June of this year that the problem be solved by legislation in regard to such matters as prohibiting feeding, provision of a sanctuary, and elimination of pigeons. Subsequently, an organization known as the Bird Guardians League undertook the collection of funds for an aviary to be used as a sanctuary for the surplus pigeon population.

Under these circumstances, the Department of Public Works informed the Board of Supervisors that after February 1, 1961, if the League has collected sufficient funds, it will prepare and submit legislation to provide for an aviary and removal thereto of the surplus pigeons; or if sufficient funds are not collected, such legislation as will provide for reduction of the flocks to reasonable numbers by humane methods.

This Committee strongly endorses the purpose of such legislation.

On the occasion of its most recent visit, Mr. Owens informed this Committee that the scenic route at Land's End west of the California Palace of the Legion of Honor, closed for quite some time because of a cave-in, should soon be re-opened. This Committee was advised that funds for this project have been appropriated and bids for the construction work will be taken in the early part of 1961.

CHARLES A. LUNDY, Chairman

FELIX P. LASSALLE

LEWIS H. SORINI





## REDEVELOPMENT AGENCY

The philosophy of redevelopment is not new, but it is only in recent years that it has achieved the prominence it deserves. When the need for rehabilitation of certain areas in cities throughout the nation was finally recognized, the movement began to take hold. At first some initiatives were handled by private groups, but when others were of such magnitude that a system of financial aid by the federal government, in cooperation with the states, counties, and cities was started.

The State of California was one of the first to participate in full-scale redevelopment under the new plan. In 1948 the San Francisco Board of Supervisors, acting pursuant to the Community Redevelopment Law of California, passed the resolution which created the San Francisco Redevelopment Agency. There were some disadvantages in being among the first. One was the lack of suitable legislation for a variety of reasons. One of the major problems in this regard is that under present law the Agency does not have the right of immediate condemnation. This factor results in long, costly consideration of conditions before property may be legally acquired. It is clear that the necessity for such proceedings has tended to slow down the entire program. Such delays can prove very expensive when we consider that the estimated annual taxes for the three present projects, when completed, will be about three times present tax revenues from these areas.

The San Francisco Redevelopment Agency has attempted to overcome this problem by instituting a procedure whereby the property to be acquired is committed to the development pending delivery of title and demolition of the structure. In this way the developer may use the intervening time to conduct his plans and thus be in a position to start construction immediately when needed title. This method was used for the Golden Gateway, and it appears that it will be a time saver.

While this procedure seems to be a good one under the present conditions, it does not completely answer the problem. We agree that the rights of property owners must be protected. We also believe that in cases where the only fair price is a property value is price, the Agency should be able to take over the property subject to later negotiation, or, if necessary, pay the owner to determine the purchase price equitable. Such action, of course, assumes that a fair and reasonable price was offered in the first place. Also, that machinery was set up to facilitate the Agency appraisal and that of the property owner was in accord. The property owner would not be subjected to undue expense. For example, an estate appraisal might be conducted and the owner notified between the Agency and the property owner, or a similar arrangement with the Board of Permit Appeals might be employed to order additional appraisals at no cost to the property owner as against the amount offered by the Agency.



## Redevelopment Agency (continued)

Another major problem constantly before the Agency is that of relocation. The Agency has followed a policy of doing all it can to help relocate the individuals and businesses affected. But because of the sociological as well as physical factors involved, relocation has not always been easy to accomplish. To some, being relieved of relatively poor property is a boon. To others, who are not particularly anxious to improve their housing, the program does not have much appeal. This latter group may tend to seek housing in other comparable areas. Then there are those of certain minority or racial groups who, though anxious to improve their location, and are financially able to do so, find themselves caught in the web of unacceptability in the areas of their choice. Finally, we find the elderly, who having spent a good portion of their lives in an area and have reared their families and built their friendships there, do not find it easy to adjust to the idea of moving, or to develop much enthusiasm for any other area.

The sociological problems in relocation are not easily solved. Certainly the stroke of a pen or the enactment of legislation will not dispose of them. Public education and understanding, while admittedly idealistic, seems to be the best answer. Physically, too, in a city such as San Francisco, where housing and land is somewhat limited, the relocation problem is even more acute. It is to the credit of the redevelopment people that in the past year, some 650 single individuals and over 700 families have been relocated.

Another relocation problem of no small proportions exists with respect to businesses. While the sociological factor is not so prevalent in this field, there are other factors of major import; for example, finding another area where the business involved may expect to enjoy its normal degree of prosperity, not only in holding its customers and acquiring new ones, but also transportation for employees, delivery problems, and related factors. Then having found such a location, the problems of possible zoning difficulties, acquisition of property, and, naturally, moving expense, must be overcome. While many businesses, large and small, have been affected by relocation, the outstanding example seems to be the situation that occurred in the case of the so-called produce district. Since this matter has been so thoroughly discussed in the press, legal circles, and by the public, we shall not attempt to review it in detail. Briefly stated, this is a case where an industry composed of many individual businesses has, for over a half a century, been concentrated in one area. That area, designated as the Embarcadero-Lower Market Project Area, Number E-1, commonly known as the Golden Gateway, was approved for redevelopment. Because of the difficulties involved in finding properties suitable to the group of merchants at a price they were willing to pay, San Francisco has come close to losing the entire industry. Recently, however, it has appeared that suitable arrangements may be made for relocating the industry within the City. It is hoped that no further breakdown in negotiations will occur to endanger what now appears to be a satisfactory solution. We realize that as related herein, the produce market case is well understated. We use it only to illustrate the magnitude of the relocation problem and the effect it can have on



## Redevelopment Agency (continued)

the entire redevelopment program and ultimately the far reaching effect on the citizenry of San Francisco. With this in mind we can better appreciate the job that was done in relocating over 220 businesses (excluding the produce market) during the past year.

Another factor related to relocation is that under present federal laws the Agency is permitted to pay costs of moving household or business equipment, within specified limits. We understand that while these limits are fairly reasonable in most cases, there are instances where costs of moving industrial equipment well exceed those allowable. We support the Agency's position that legislation increasing relocation payments for business, where present schedules result in substantial hardship, would be desirable.

Considering the problems confronting the Agency, it appears to us that the program is beginning to move along in a steady pattern of accomplishment. To illustrate, let us take a brief look at each of the three existing projects.

Western Addition. First of San Francisco's projects, this area was declared for redevelopment in August of 1948. It consists of 108 acres, composed of 665 individual parcels, of which about 640 have been acquired. Complete acquisition is expected by the end of this year. Of the 665 original structures, 95 per cent. have been demolished. To date the Agency has sold 90 per cent. of the land, including all major parcels. When completed, the new development will produce annual taxes of about \$1,200,000, as against former annual revenue of \$210,000 - an annual revenue increase of \$990,000.

The development as planned promises to be most interesting. It will be primarily residential, including up to 2,400 dwelling units. There will be, of course, needed public facilities and new commercial developments. One feature which has aroused much interest in the new area is the proposed Japanese Cultural and Trade Center, which promises to offer much, not only to the development itself, but to all of San Francisco.

Diamond Heights. The Diamond Heights area was declared for redevelopment in July, 1950. It is located in one of San Francisco most scenic natural areas, but because of street layout and terrain has never been attractive to private developers. Through use of the redevelopment process it can now be utilized most advantageously. The area consists of 608 parcels, all of which have now been acquired. Clearance has been completed, and the start of land sales is planned for the first quarter of 1961. Of the 331 acres of land involved, 140 will be devoted to residential structures. About 2,700 to 3,000 dwelling units are planned, with accommodations for about 8,000 persons. The dwellings will range from detached homes to high-rise apartments. Commercial property will constitute but a small part of the area. Estimated annual taxes for the new development will amount to about \$1,200,000, as



## Redevelopment Agency (continued)

against present revenues of \$26,000 - an annual increase of about \$1,174,000. An interesting facet of this project is that it is one in which the City will gain more than its costs. The difference will be used to help defray costs of other projects.

Golden Gateway. Probably the most exciting of the three projects now under way is the Golden Gateway. The project will cover 45 acres, nestled between the financial district and the Embarcadero. It will consist of four district areas, Ferry Park, Office-Commercial, Garage-Tower, and Residential - the residential area being the largest single portion. The project will contain approximately 2,300 dwelling units, with estimated population in the neighborhood of 5,000. Based on present plans, estimated annual tax revenues will amount to about \$3,230,000, an increase of \$2,846,000.

The Golden Gateway was declared a redevelopment area in early 1955, but from its inception has met one hurdle after another. A California State Senate bill was needed to require the Port Authority to sell the designated land to the Redevelopment Agency before federal funds would be made available; the City zoning ordinance required changes to provide for the residential area of the project; and the federal government refused to furnish funds until provisions were made for Ferry Park. The first two hurdles were cleared in time, but the people of San Francisco, in the November 1959 election, did not authorize the bond issue for Ferry Park. In May, 1960, however, the Board of Supervisors approved a plan whereby the required money would be furnished by the City in three annual appropriations. Federal requirements then being met, the project seemed to be on its way. But then the problem of relocating the produce market, referred to earlier in this report, became quite acute and, in addition, several condemnation cases arose. At present these difficulties do not appear insurmountable, although they will still entail much time, effort, and expense.

At this time 28 per cent. of the properties have been acquired, and about half of the land committed for sale. After stiff competition between many bidders, and lengthy hearings, the project was awarded to the firm of Perini - San Francisco Associates. The particular area awarded will include 2,174 dwelling units in the residential portions, a public garage for 1,300 cars, and generous open spaces in both the residential section and above the garage. Present plans call for construction to start as soon as title is available, and for completion about three and one-half years after the site has been cleared. Our Committee attended some of the hearings on this project, and wishes at this time to compliment the Agency on its thoroughness in investigating each plan and on its concern for all parties involved, developers and architects, the effect on the City, and the welfare of those who will eventually occupy the new area.





## Redevelopment Agency (continued)

So far in this report we have discussed primarily redevelopment of areas where land clearance has been undertaken. While it is true that in most cases demolition has been necessary, looking into the future we can picture certain prospective redevelopment areas where some of the buildings should be worth preserving. It appears to us that if such buildings could be rehabilitated, they might well contribute to the attractiveness of the area. Under present redevelopment laws, however, federal assistance is not available to the Agency for remodeling of property. We believe that suitable revisions in those laws to permit some flexibility of operation according to the judgment of the local agency and the community would be desirable.

Another factor which appears quite important in the redevelopment process is that of a continuing plan. Without such a plan the operation tends to become piecemeal. This makes it difficult for the Agency to plan for future acquisition of property and for relocation of the families and businesses affected. We believe a policy statement by the City, establishing a scheduled plan for redevelopment, would not only assist the Agency in its operations, but would also help the city departments in planning their part of the job.

An additional aid in getting projects under way would be the creation of a reserve fund in the City treasury so that the City would have money available for initial planning without depending on public spirited citizens and on bond issues which, because of timing, may not be accepted by the voters. This could be accomplished by annual appropriations, as was in the case of the Ferry Park.

The San Francisco Redevelopment Program offers much to our City. The removal of substandard, deteriorated structures, which are fire and health hazards, the elimination or re-routing of streets no longer useful for modern transportation, the beautification of areas which detract from the native attractiveness of our City, are all important parts of the program. To replace these with modern buildings, a balanced housing supply, open-park areas, and attractive public facilities is an objective which should appeal most strongly. To assist in accomplishing this plan, the Redevelopment Agency is working closely with civic organizations, various departments of our local government, and architectural advisory groups.

This Committee appreciates the fact that in their negotiations with developers the redevelopment people have not sacrificed the ideals of the program for quick sale of the properties. Stability of the developments, together with the best possible civic design, have been given utmost consideration. But this is not to say that the financial factor has been ignored. The Agency has inaugurated a plan whereby certain lands are sold by negotiation rather than strictly by sealed bids. This system has proven profitable not only moneywise, but also in permitting the Agency to select, through competition, the proposed development which is most desirable.



Redevelopment Agency (continued)

While the people of San Francisco realize that programs of such magnitude as Redevelopment take time to complete, they are not satisfied to see a large section of land lying waste for long periods of apparent inactivity, as, for example, the Western Addition Project. The answer, of course, is that everything possible be done both legislatively and operationally to speed up completion of each project. But if delays are unavoidable, the people should be apprised of the problems involved. Accordingly we believe that a comprehensive public information program should be undertaken jointly by the Agency and the City. Such a program would dispel much of the misunderstanding which exists concerning the Redevelopment Program.

This Committee appreciates the courtesy shown us by Mr. Justin Herman, Executive Director, and Mr. Robert L. Rumsey, Deputy Executive Director, and we also thank them for their cooperation and assistance.

JOHN W. SHERRY, Chairman

MAX SHERMAN

JOSEPH C. CONNELL



## BOARD OF PERMIT APPEALS

This Commission is composed of five members and a secretary. At present, Ernest L. West is President of the Board, and William H. H. Davis, former Grand Jury Chairman, is Vice President. Ernest West is also a former Grand Juror. The other Board members are: Clarence J. Walsh, a Union President, Peter Tamaras and J. Max Moore. The Secretary is J. Edwin Mattox, a former licensed Public Accountant, who has been in this office for the past 10½ years. The office of the Board of Permit Appeals is in Room 227 City Hall and is open for the conduct of its business from 8 to 5 P.M. daily, except Saturdays and Sundays. Regular meetings are held every Wednesday at 3:30 P.M. in the Public hearing room at City Hall. All meetings are open to the public, and all matters are discussed publicly. A litigant need not be represented by an attorney but may present his case in person if he so desires. The Board of Permit Appeals was created in the year 1932 in Charter Sec. 39, and adopted by the people of San Francisco in a city-wide vote.

The Charter establishes principle avenues against certain decisions of city government. "On the one hand, the Charter provides that applicants for a permit or license who have been denied that document by the City department or persons whose permit or license has been revoked, may seek relief through application to the Board of Permit Appeals, and on the other hand, the Charter provides that persons who believe that their interests or property, or indeed, that the public welfare could be or has been adversely affected by operations allowed under a permit or license, may seek relief through application to the Board of Permit Appeals. In the event of either kind of appeal, the Board is obligated to conduct a public hearing at which the appellant and all interested parties may testify. Following that hearing and following such investigation as the Board may deem advisable and necessary, it may then either concur in the action of the involved City department or it may by a vote of four of its five members overrule that City department and order that the permit be granted, restored or refused." The Public Works Department, Planning Commission, Police and Fire Departments, and when required, the Health Department, have liaison men detailed to sit in on all of the Board's meetings, and the commissioners receive their technical advice from these experts, or any other city specialist or official.

The Board of Permit Appeals has a definite and important place in the function of our City Government. Its hearings are inexpensive to the litigant and it informally gives to every citizen a simple manner of having his rights protected at a full and open hearing. It is felt that the Board of Permit Appeals is in keeping with our system of Government where there are checks and balances upon the various other departments of our City government. It has been the adopted policy of the Board of Permit Appeals to sustain the action of a particular City Department wherever possible and in only those cases of hardship, error,



## Board of Permit Appeals (continued)

or where it is believed the interest of the public of San Francisco are detrimentally affected that such Department has been overruled. Each member of the Board desires to conscientiously render his best efforts knowing that every action of the Board is a reflection on the Board and the Administration.

Records indicate that since its formation in 1932, the Board has piled up an enviable record for having quick, effective and valuable service by which appellants may obtain justifiable relief without resort to expensive law suits. Often spoken of as "the poor man's court," the Board of Permit Appeals provides these services to any citizen entering a notice of appeal. The filing cost is \$10.00 and the appeal must be made within ten days of the City Department's granting or denial of a permit. This fee, we feel, is inadequate for the services rendered, and we recommend that this be increased to \$20.00. This could hardly prove a hardship to any appellant, but, on the other hand, could be a definite relief to this department in supplementing their tight budget.

Most of the appeals brought before the Board emanate from citizens seeking relief from adverse decisions made with regard to applications denied by the Department of Public Works, the Police Department, the Planning Commission, and the Department of Public Health. In many instances these departments deny permits because of technicalities or out-moded codes. This, inevitably, results in hardship and injustice to the public. But despite the fact that the Board, on occasion, overrules these departments, the latter feel themselves that justice has been done. It is noteworthy, however, that in many decisions of the Board, additional limitations or stipulations were placed on the granting of the permit in order to safeguard either the rights of the City and County of San Francisco, or the public interest.

In the early part of this year there was much publicity given to the Bay-Leavenworth Apartment House Project - a high-rise apartment house that was turned down by the Planning Commission via its discretionary powers even though it complied with every section of the San Francisco code. The Board of Permit Appeals overruled in this case and the matter was taken to Court. The Board of Permit Appeals was overruled in the Superior Court, but its decision was finally upheld by a 9 to 0 unanimous vote of the California Supreme Court. The Supreme Court also found that the Superior Court had exceeded its jurisdiction and ordered it restrained from any further proceedings in this matter and finding also that the Board acted wholly within its authority with all full regard to the standards guiding it. The protestants in this case then went to the United States Supreme Court, where, once again, the Board of Permit Appeals was fully upheld.

Some misrepresentation has been made to the effect that the Board acted arbitrarily in prohibiting the Harney Company from erecting large oversize billboards in the immediate vicinity





## Board of Permit Appeals (continued)

of Candlestick Ball Park. To set the record straight, the records indicate that the Harney Billboard was turned down by the Planning Commission, and the Board of Permit Appeals concurred in their decision.

More recently, the Hilton Hotel plan was a controversial issue, and once more, the Board of Permit Appeals found themselves handling another difficult situation, in their role as arbitrators.

The outcome of this situation, as well as the many others handled by this Board is now a matter of public record.

The Board was established in the Charter for a specific purpose. If its decisions are not accepted as final, then the Board loses its authority, its dignity and the purpose for which it was intended.

This committee desires to express its appreciation to the President and members of the Board of Permit Appeals and its Secretary for their fullest cooperation.

MAX SHERMAN, Chairman

FERD H. LACHMAN

JOSEPH P. MAZZOLA

WALTER H. SANDFORD



## REGISTRAR

After witnessing the Registrar and his staff conducting the mechanics of two elections, the Committee understands why it is San Francisco is always in the forefront with its complete returns far in advance of the other large communities in the State. In the June primary election, when the members of the Committee were the guests of the then Registrar, Thomas A. Toomey, and again in the general election of November, when Acting Registrar Charles Rogers was in charge, the efficiency with which the operations were conducted amply demonstrated that a fine working organization exists in that office.

The general public takes for granted the important part this office plays in our municipal government program. So far as its business is concerned it is a department of high peaks of activity, which occur before, during and immediately following elections, and low valleys of activity in the periods between elections. Beyond the fact that our citizens know they must register to vote and that they are familiar with the actual voting process at precinct level, probably very few give thought to the intricate procedures that figuratively lie behind the curtains of the voting machines.

It was this behind-the-scenes view of the Registrar's office that the members of the Committee were permitted to witness, and from which the Committee is prompted to say that the performance was at once educational and inspiring.

The operations of the department come to a climax on election night when the detailed planning of earlier months bear fruit in the rapid compilation of the day's voting. A much enlarged staff of extra personnel performs with team-like proficiency. From the moment the precinct officials start arriving at City Hall following the closing of the polls, bringing with them the boxes containing the records of the voting, a precision routine takes over.

The boxes containing miscellaneous supplies are shunted into the basement, stored numerically, there to await use another day. The voting machine keys are checked in and accounted for. The books of affidavits are filed away in numbered slots. Meanwhile the precinct records are moving along through experienced hands and the tally sheets are proceeding in orderly fashion through a battery of comptometer operators who extract the vote totals on candidates and propositions. By reason of this impressively smooth operation, the Registrar can announce the election returns within a few short hours after the beginning of the count.

All of the extra personnel assembled for the night have taken part in election night activities for many years, hence each person knows his or her assignment to perfection. There are no delays or lost motion - the routine moves along swiftly and with great competence, all of which reflects great credit on the Registrar and his permanent staff for a splendid job of training and organization.



## Registrar (continued)

Charles Rogers, Acting Registrar, is concerned at the moment over the fact that the Civil Service Department is inclined to downgrade temporary clerical help assigned to him. His predecessor, Thomas Toomey, expressed similar sentiments prior to his retirement. Mr. Rogers contends that the work carried on in his office is of the utmost importance since it is through his office that our citizens exercise their right of franchise. Heretofore the temporary clerical help required in advance of elections has consisted of experienced clerks, persons of maturity and judgment who could be relied upon to do accurate work with a minimum of supervision. Also, they were of the legal age to administer oaths to persons filing voting affidavits.

The Committee is inclined to agree with Mr. Rogers in his stand. It is to be hoped that he will reach an accord with the Civil Service department whereby he will obtain temporary personnel of the proper caliber and experience that the duties in his office call for.

In discussing the cost of operating the office, the Committee was surprised to learn that the Registrar must bear the expense of checking signatures affixed to initiative petitions, that is the signatures of voters registered in this county. In this day and age, the circulating of initiative petitions and the securing of signatures thereon has become what amounts to a profession, and those individuals or organizations who promote such petitions are willing and able to pay large sums of money to assure success. The Committee, viewing the situation realistically, is of the opinion that a reasonable charge for verifying the signatures would not be out of order.

The contractual arrangement for circulating the petitions could easily include the expense of checking the signatures at a price per signature sufficient to absorb the actual cost to the Registrar. To bring this about would probably require a change in the State election code but the results would be worth the effort to do so. It is the thinking of the Committee that the circulating of initiative petitions is "big business" and on that basis those who promote them should assume the burden of certifying the signatures thereon. The Committee cannot see why this expense must be borne by the City and County.

The Committee visited the newly acquired storage warehouse, formerly part of the old Geary Street car barn, wherein are stored the city's voting machines. Congratulations are due the 1959 Grand Jury for its efforts in procuring these quarters for the Registrar.

There seems to be ample room in the three bays of the reconstructed building for the storing of the machines in precise alignment from wall to wall the full length of the building, and all in numerical sequence. It was a revelation to the Committee to see the excellent manner in which this very valuable property is arranged and cared for. Speaking with the members of the small



Registrar (continued)

staff directly responsible for the maintenance of the machines, the Committee sensed that all are genuinely pleased with the new facilities.

The area assigned to the Registrar in the old car barn is at the corner of Geary Boulevard and Masonic Avenue. In the corner bay are the office, shop and storage space for the newer model machines now in use. The other two bays to the east are devoted solely to storage. Circulating gas heat is provided in all bays so as to protect the machines in the event of their return to storage in inclement weather.

Skylights in the roof furnish a measure of daylight except in the front portion of the two storage bays. Here the only illumination must come from old light fixtures that are remnants of the car barn days. Some of them are not in working order, none of them are satisfactory if it is necessary to work on the machines in that section. The Committee understands that work has been done to correct some of the electrical deficiencies in the building. It is recommended that the repairs be continued to bring good lighting to the two areas where it is so urgently needed. The walls of the old barn are black with the accumulation of years of grime. A good spray paint job would help materially to lighten up the place at no great cost.

The Committee wishes to thank Thomas A. Toomey, former Registrar, now retired, Charles Rogers, Acting Registrar, and Alex McCarthy, long on the staff of the Registrar's office, all of whom were extremely helpful in giving the members of the Committee the benefit of their individual and collective experience.

It is the opinion of the Committee that the department is capably directed and staffed and is serving the people of San Francisco efficiently and well.

JOSEPH C. CONNELL, Chairman

FELIX P. LASALLE

LOUIS J. ROCCA





## DISTRICT ATTORNEY

This Committee held conferences with the District Attorney and made tours of inspection of his operations for the purpose of evaluating the work and functions of this office.

The District Attorney's Department is departmentalized into a number of divisions: the Complaint Division, embracing both felony and misdemeanor complaints; the Superior Court Division, embracing trials of felony and other criminal matters within the jurisdiction of the Superior Court; the Juvenile Court Division, embracing crimes against minors; the Fraud Division, which specializes in violations of personal income tax law, forgery, misleading advertising, various forms of grand theft and bunco activities; the Appellate Department of the Superior Court, concerned with appeals from Municipal Court convictions or decisions; the Psychopathic Division, concerned with commitment of mentally ill or intemperate persons (including alcoholics and narcotics addicts); Aid to Needy Children Division, concerned with prosecution of individuals filing fraudulent claims for aid, and instituting actions against fathers abandoning children and wives; Bureau of Family Relations, concerned primarily with law enforcement in non-support and other family problems; Uniform Reciprocal Enforcement of Support Division, concerned with the referral to other states, parties to the Uniform Reciprocal Enforcement of Support Act, of actions against parents abandoning children, husbands abandoning wives, or failing to abide by court decrees and, reciprocally, instituting actions in the State of California against individuals located in this city and county who have failed to conform to a decree of support issued by another state.

The Committee was particularly impressed with the considerable increase in caseload in the Psychopathic Division, the Aid to Needy Children Division, the Bureau of Family Relations, and the Uniform Reciprocal Enforcement of Support Division. In the view of this Committee it is noteworthy that the District Attorney has vigorously and efficiently handled the functions embraced in the Psychopathic Division and the Aid to Needy Children Division, as well as the Uniform Reciprocal Enforcement of Support Division, with no increase in staff, despite a sizeable increase in caseload.

Particularly noteworthy are the savings effected by investigators under the Aid to Needy Children Division. A conservative estimate of \$634,814 in savings to the community has been effected by collections from fathers for support of children, or by payments direct to mothers or to the Public Welfare Department. Were it not for the work of this particular division, the tax burden upon the community for the Aid to Needy Children Program would have been substantially higher.

The work of the Bureau of Family Relations, similarly, has resulted in substantial savings to the community through obtaining agreements to support from fathers of children of unwed mothers and



## District Attorney (continued)

procurement of paternity statements. Particularly significant is the fact that the work of the Bureau of Family Relations, embracing 587 hearings per month, has resulted in informal settlement in approximately 97% of the cases. It would be difficult to calculate the savings to the community in reduced court costs, police work and welfare payments attributable to the activities of this bureau, but there is no question that the saving is substantial.

It has been a salutary policy of the District Attorney to expand use of the citation system to ascertain if a crime has been committed. Upon application of private persons, as well as various municipal and state agencies, citations are issued requiring the accused to appear at the District Attorney's office at a given time and date. One of the deputy district attorneys will then investigate the facts and determine whether the matter requires the issuance of a warrant or merely an admonition. Much of the time of the courts and other agencies is saved by this system, and also needless embarrassment and humiliation to law abiding citizens who may be falsely accused of crimes.

The Complaint Division, as well as the divisions concerned with the actual trial of criminal actions, has similarly faced an increase in caseload in the important category of suspicion of felony bookings. Further, there has been an increase of 213 felony cases compared with the previous fiscal year.

We thus have in the District Attorney operations a substantial increase in the caseload accomplished by existing personnel and staff through increased efficiency of the personnel of the Department. It must also be noted that this efficiency is reflected likewise in the record of convictions. Despite a number of decisions by the State Supreme Court relating to the laws on Search and Seizure and the requirement that the identity of informants be disclosed, as well as greater rights to the accused to ascertain the evidence against him before trial of the action, it is particularly noteworthy that the District Attorney, in the face of all of these obstacles, has maintained an effectively high rate of conviction in cases brought to trial.

As noted in a previous Grand Jury report, there is close liaison between the District Attorney's office and the Police Department. An atmosphere of harmony and cooperation exists between these two law enforcement departments, and the atmosphere is one of mutual respect and confidence.

During the year 1960 the Grand Jury has had the privilege of working closely with District Attorney Thomas C. Lynch and his staff. The utilization of the Grand Jury to help relieve the congested Municipal Court calendars has been a salutary program. Members of the Grand Jury have been particularly impressed with the competence of District Attorney Lynch, Deputy District Attorney Francis Mayer, and the staff in their presentation of cases to the



## District Attorney (continued)

Grand Jury, and appreciative of their help and advice throughout the year.

In conclusion, this Committee is of the opinion that in the office of the District Attorney our City's law enforcement program is handled with efficiency, integrity and humanity. The only suggestion for improvement is the suggestion that the appropriate public officials review carefully the staff requirements of the District Attorney's office, in view of the augmented caseload carried by this Department with its existing personnel in the Psychopathic Division, Bureau of Family Relations, and Aid to Needy Children activities. It is obvious that the work of these divisions is saving the taxpayers considerable money, and whether increased savings could be effected through augmentation of the staff is a question worthy of further review and evaluation.

## CITY ATTORNEY

The City Attorney represents the City and County in all civil legal matters, both in defense of suits brought against the City and County and in the prosecution of suits in its behalf. In addition to trial work, the City Attorney acts as a counsellor, giving legal advice to the officials of the various departments of the City, looks into and approves all contracts and bond issues, and acts as a watchdog over proceedings of state and federal agencies and legislative bodies to the extent their decisions or acts may affect the interests of the City and County of San Francisco.

The Committee has consulted with the City Attorney and, in addition to the Annual Report of the City Attorney, has solicited and received additional information bearing upon the activity of this office. The additional information indicates that, as of November 15, 1960 there were 1,563 cases pending in the Trial Department of the City Attorney's office.

It is not necessary in this report to recapitulate the depressing statistics indicating a growth in both the activities and the caseload of the City Attorney's office. Not only has tort litigation against the City and County increased, but additional duties assigned to the City Attorney attributable to programs of various agencies has placed a severe burden upon the existing staff. The City Attorney, of necessity, must be involved in the litigation of the Redevelopment Agency, Parking Authority, Urban Renewal Program, Rate Increase applications of utilities furnishing services such as electric, gas, telephone and transportation, and, in addition, the City Attorney must appear before the Civil Aeronautics Board in connection with air route cases, in order to maintain the City as an important terminal point for various airlines.



Even a brief summary of the activities of the City Attorney's office captures the fact that it is concerned with a complex of the most important and varied litigation affecting not only the present welfare of the City and County, but also the future welfare of the City and its residents for years to come.

Previous Grand Jury reports have alluded to the need of this office for additional space and additional personnel. At the present time some attorneys in this office are crowded into the same office. In the event conferences are held with one attorney, it is necessary that other attorneys sharing the office either depart, or have their own work disturbed during these conferences. Not only is this process inefficient but it is a costly impairment to the proper handling of cases of substantial significance. In addition, the clerical staff is not allocated adequate quarters. Despite previous comment in Grand Jury reports and Annual Reports of the City Attorney, nothing has been done to alleviate this congestion, and it is again our recommendation that this be brought to the attention of the appropriate civic officials.

Hand in hand with the space problem is the problem of inadequate staff. On many matters of considerable importance to the City and County it has not been possible to assign deputies to attend all hearings. For example, rate applications involving transportation were not covered, except by a single appearance, due to inadequate staff and conflicts of schedules. Because of the volume of litigation and tasks assigned to the City Attorney, it has been necessary to frequently reshuffle assignments of available personnel to assure coverage of the most important matters then pending before the Department. It is apparent this trend of increasing litigation and tasks will continue in the future through the spawning of various state and federal agencies whose activities will necessitate participation by the staff of the City Attorney. For example, recent legislation relating to the water program of the state will raise issues of fundamental importance to the City and County; the Bay Area Rapid Transit Act necessitates the attention of the City Attorney; the federal program for Urban Development and the never-ending problems of the airlines attributable to applications filed before the Civil Aeronautics Board, all point to the necessity of augmenting the staff of the City Attorney and allocating adequate quarters for both the professional and clerical personnel.

This Committee was quite impressed with the efficiency and performance of the City Attorney in the face of the dual handicaps under which he labors - lack of space and personnel. The record of success in tort litigation is outstanding; the meticulous care in the submission of opinions to the various departments is in the highest tradition of the law.

One item that did attract the attention of the Committee is the need of an additional investigator assigned directly to the City Attorney's staff to investigate court actions filed against the Department of Public Works. Seventy-eight cases involving the Department of Public Works aggregated \$1,531,258 of requested judgments during the fiscal year 1959-60. Prompt investigation by a trained investigator working under the direction of the City Attorney in the same manner as investigators in Municipal Railway cases appears desirable. In addition, such an investigator could also devote his attention to some of the tort cases arising from the operations of other departments of the City and County not presently equipped with an adequate legal investigatory staff.

JOSEPH P. MAZZOLA, Chairman

ROBERT A. LURIE

JOHN W. SHERRY





## CITY PLANNING

The activities of the Department of City Planning must, by their very nature, be of great interest to all of San Francisco. The overall city plan, zoning restrictions, urban renewal, transit, freeways, the maintenance of proper balance between property development that would reflect progress in increased tax revenues, attract industry and population on one side, and preservation of our landmarks, view properties, and residential areas on the other, are issues vital to all of us.

As provided in the Charter, it is the function and duty of this department to make, adopt, and maintain a "Master Plan." This master plan is a comprehensive, long-term, general plan for the improvement and future development of the city and county. It is a collection of maps, plans, charts, surveys, and other data together with recommendations made from time to time by the Planning Commission - all of which combined are intended to present a broad pattern for the coordinated and harmonious development of our community. It is, simply stated, the guide to present and future growth of San Francisco.

The master plan consists of three basic elements - the land use section which has to do with the use to which property may be put, establishment of set-back lines and like restrictions; the transportation section which relates to trafficways and transit systems; the public facility section which deals with park and recreation areas, public buildings, streets and related public areas. Private land uses as covered in the plan are effectuated by zoning ordinance, subdivision control and urban renewal and public land uses by the Capital Improvement Program and legislative referral.

In the zoning field this year of 1960 was an important one. In May, after twelve years of activity by the Planning Commission and the Department of City Planning a new zoning ordinance became effective. Until that time City Planning had been operating under the 1921 ordinance which had long since become obsolete. While the new ordinance provides a more modern instrument for the planning people it also places upon them additional responsibilities. For example, under the old ordinance the Planning Department did not have the responsibility of enforcing the code. Complaints were turned over to the Department of Public Works, the Health Department or others who in turn would follow up through regular law enforcement channels. Under the new ordinance, violations of the code are to be handled directly between the Planning Department and the law enforcement agency. This and the other responsibilities added under the new code have already taxed the capacities of the staff and created a serious backlog. This backlog is indeed no reflection on the ability or industry of the staff - it is merely a matter of relating work-load to numbers of workers. In the Zoning Division alone the staff had contributed approximately 800 hours of voluntary overtime up to September of this year. However, a good start has been made under many of the more important functions of the code and it is expected that by the end of the year



## City Planning (continued)

a comprehensive appraisal will have been made of the total administrative program required by the code and of the present ability of the Department to carry out all of its responsibilities. Since that appraisal has not yet been made available to this Committee we are unable to make any reasonable evaluation of the number of additional employees that might be needed.

During the past year the Planning Commission adopted or changed three parts of the master plan. The City-Wide Urban Renewal Plan was adopted for the first time as a basic part of the Master Plan. It sets forth those areas of the city which studies have indicated are subject to redevelopment (involving total clearance), rehabilitation (involving partial clearance), or conservation, as well as those areas which appear stable and which need no renewal encouragement or action at present. The plan will serve as a guide to renewal action by the City. Second, after completion of a study requested by the Library Commission revisions were made in the Library Location Plan. The third change involved adoption of a Public Health Center Location Plan. In addition, work has been started on a report and plan for Location of Police Facilities.

Major planning studies were carried forward relating to the review and reappraisal of the trafficways and freeways programs in cooperation with the Department of Public Works. Two separate studies were made and plans prepared in connection with the possible purchase by the City of the present Fort Funston Area. The first was made to reflect the General Services Administration's intention to dispose of the land for private residential development, and an alternate plan to reflect the policy expressed by both the Recreation and Park Commission and the City Planning Commission that the land be kept in open public use. It is our understanding that the final decision by the City with regard to the Fort Funston properties has not yet been made. The Planning Department also participated in the transit studies made by the Technical Committee working under direction of the Mayor's Transportation Council. Some of the other studies underway are further review of the trafficways and freeways, the rapid transit system and its relation to the Bay Area Rapid Transit Program, urban renewal, off-street parking, and land use of the Presidio, Fort Mason, Fishermen's Wharf, Aquatic Park, and the Embarcadero areas.

In compliance with the Charter provisions, a six year capital Improvement Program was submitted by the Department to the Mayor. For the fiscal year 1960-61 projects amounting to \$65,233,563 were scheduled. Recommendations were made as to conformity with the Master Plan of each project proposed for the year. Review of each project with the submitting agency before recommending the program resulted in substantial reduction in total proposed expenditures and also in firmer estimates of relative priority of projects in the program of each department.

In all these matters the Planning Department works quite closely with the agencies involved to produce a well coordinated



## City Planning (continued)

result. And, from our review of the Department's accomplishments in these fields, together with their other activities, such as processing over 1,000 building permit applications per month, preparing for Commission hearings, handling complaints and other related matters, we must commend them on their performance, especially in view of their relatively small staff.

### RECOMMENDATIONS:

1. In their 1960-61 budget the Department of City Planning requested \$25,000 for other professional and special services. They were allowed nothing. Because of the diversity and complexity of the many land planning problems confronting the Department, we believe that recognition should be given in the budget to the urgent need of consultant services to augment the limited staff.

2. The program of the Department of City Planning in guiding the future growth of San Francisco requires public awareness and public acceptance. There is a serious deficiency in the program of the Department in this regard in that little or no funds are allocated to this public information aspect. An example of this deficiency is the fact that despite public interest in the subject there is no complete or popular document on the Master Plan, either for the responsible officials in the City Hall or for the general public. Funds should be made available for public information purposes.

Our association with the City Planning Department has been most pleasant. We thank Mr. James McCarthy, Director of Planning, and Mr. Edward Murphy, Assistant Director, for their courtesy, cooperation and assistance.

JOHN W. SHERRY, Chairman

ABRAHAM B. JOHNSON, Jr.

RICHARD M. KING



## HEALTH DEPARTMENT, HOSPITALS, LAGUNA HONDA HOME, HASSLER HEALTH FARM

"Public Health no longer treats the individual, the segment of the community, but the total body politic - mental, physical, social, and economic. It no longer treats individuals with communicable diseases but prevents, controls, or eradicates the disease in the body politic. The total patient is the responsibility of public health, not the individuals who are part of it. And this is what makes the public health profession distinctive from the many basic health professions, medicine, dentistry, engineering, nursing, etc. Public Health is a characteristically community-centered science, which recognizes the community as a unit, not merely an aggregate of people, an entity different from every other community just as every individual is different from his neighbor. The community is public health's patient." So replied E. McGavran, M.D., M.P.H., Dean, School of Public Health, University of North Carolina, in answer to the question "What is Public Health?"

In essence, Dr. McGavran's definition is that every citizen, no matter what his position in life - rich or poor, young or old - receives some tangible service from a public health program. Such programs serve as life preservers to the community.

This Committee has found, after nearly a year of extensive study and research, that the San Francisco Department of Public Health, under the direction of Ellis D. Sox, M.D., is just such a life preserver to the people of San Francisco. Its Preventive Program of Dental Health, Food and Housing Inspection, Public Health Nursing, Public Health Education, Bureau of Maternal and Child Health, Tuberculosis control, Venereal Disease control, Milk and Dairy Inspection, Plumbing Inspection, perform good community service and do meet, to the best of ability, the needs for the City of San Francisco.

However, in a city like San Francisco, with its magnitude and development, it is not an easy task for a public health department to keep pace with its growth. Indeed, it is a huge prescription and costly to maintain.

This Committee has found that the critical areas of the Health Department center around some of its Curative Services -- the San Francisco General Hospital and psychiatric facilities, and Laguna Honda Home. There is also need to improve the community mental health program, which will be defined in this report.

It believes its concern is more than justified, not only because of its own study, but after analyzation of expert professional reports, including the 1958 Paetznick Report on nursing standards; the 1959 Monardo Report on administration; the 1960 State Department of Public Health report; the 1960 report of the Commission comprised of representatives from the American Medical Association, American Hospital Association and American College of Physicians; the 1960 Dardarian Food Survey; the 1960 Geiger Report, and the 1960 report of the California State Nurses Association. These reports confirm the





Health Department (continued)

concern of this Committee and the many needs which will have to be met to raise the standards of these facilities and to provide the best patient care, which is paramount.

In making this report, the Committee feels its responsibility, and because of it believes it is of the utmost importance that the populace of San Francisco recognizes the steps that must be taken to make sure that the citizens and taxpayers truly appreciate the duty they have to provide for the indigent sick - physically, mentally, and the aging.

When illness - physical or mental - strikes, or citizens grow old, it does not take into consideration the pocket book of its victims. Therefore, speaking economically, the cost of care for the indigent has increased in proportion just as it has for those who are able to pay their own way privately.

This Committee believes that San Francisco is not a blind city; that it has the compassion and desire to give to its indigent old and aged the best possible care available. Secondly, that the citizens have the right to expect that their tax dollars are well spent in every sense of the word.

The field of medicine is necessarily an aggressive one and is dedicated to relieve human suffering and the preservation of life. And just as the field of medicine uses the reaching-out process to meet the challenge in combating disease, this is also true of hospital administration. Today, hospital administration is recognized as a science and one which must also use the reaching-out process to meet the ever-changing trends to provide the new services needed to administer programs with skill, knowledge and training, plus sound business know-how. San Francisco citizens have realized this in that last June, Charter Amendment "E" was approved, creating the post of administrator to direct the San Francisco General Hospital, Laguna Honda Home, Hassler Health Farm, and the City's emergency hospital system.

It is the considered opinion of this Grand Jury as a whole that Proposition "E", even before its passage, should have been broadened to set up a department of institutions with this newly appointed administrator at its head, rather than the placing of limitations on his position and authority in the capacity of an assistant director of public health. It is further believed unless this administrator, who will take over this post early next year, has the necessary authority to run these institutions in a sound and business-like manner, San Francisco may find it has approved only half of a job.

To further strengthen the position of the hospital and institutional director, this Committee strongly recommended in its earlier reports the creation of a board of trustees, because the field of hospital and institutional administration is one of extreme complexity, and one that requires access to knowledge and skills from a variety of professional and industrial sources. In the voluntary hospital,



## Health Department (continued)

The hospital administrator has available to him the combined resources of a board of trustees, on which he may call when he needs assistance in a particular area. This, however, does not exist in the case of the county hospital, although the difficulties facing the administration are obvious. The Committee again makes this recommendation that a board of trustees be appointed by the chief administrative officer. This board, while working with the administration of the Hospital, shall report directly to the chief administrative officer.

The board of trustees should consist of no less than five and no more than seven citizens, of whom two shall be hospital administrators employed in San Francisco. The others should be individuals who either have some knowledge of hospital procedure and/or institutions or who have sufficient interest in the problem to acquire rapidly the necessary knowledge. The terms of office of the board should be long enough to make their experience and continuity in office of value to the hospital and the community. It will be the responsibility of this board, together with the newly appointed administrator, to bring the needs of the hospital and/or institutions to the attention of the chief administrative officer and of the public, and to lend all of its support to measures aimed at improving the hospital and/or institutions and the patient care program.

Because the board will deal with administrative problems, it is believed unnecessary that the medical profession be represented on it, especially since this group each day is making valuable and outstanding contributions to the hospital system and the patients receiving treatment.

Los Angeles General Hospital, under the Department of Charities, enjoys an enviable reputation. It is not a part of the Department of Public Health, and it has a board similar to that recommended by this Committee. The Los Angeles General Hospital Administration recognizes the vast good that comes from citizen participation to improve patient services, to acquaint the community with its functions and its relationship to the community, and the associated problems involved.

The Mayor of San Francisco, realizing the importance of sound city government, managed on a business-like basis, has enlisted, in his Blyth-Zellerbach Committee, some of the finest executives in the community to work for the good of San Francisco. This example, this Committee believes, clearly amplifies the good that comes from citizen participation right here at home.

It seems more than feasible, now that the people of San Francisco have taken the first step in creating the post of an administrator to run its hospital and institutions, that it take another important step to strengthen the administrator's position with an efficient, competent and interested board of trustees. Much needs to be done if overcrowded wards at General Hospital are to be eliminated, if nursing care to patients is to be raised, and standards maintained which are acceptable to the profession of nursing itself.



## Health Department (continued)

There is much to be done to bring about an adequate budget for maintenance and operation. There should be a higher standard of patient dietary needs on a therapeutic basis; a better admission procedure to eliminate long hours of waiting for those seeking all kinds of medical help. All designed to bring about an easing of the hardships which all, from the social workers in admissions to the over-worked nursing staff, face each day. Yes, even with the goal of reactivating the School of Nursing, which was an integral part of the hospital's teaching program until 1934.

Much needs to be done if the Hospital's accreditation rating is to be saved. If it is lost it will mean automatic elimination of medical school participation and a halting of the valuable resident training program which not only heals the indigent sick but trains and prepares the doctors who will serve the community in the future. A commission representing the American Medical Association, the American Hospital Association and the American College of Physicians, which set minimum standards for hospitals in its last investigation a few months ago, recommended accreditation be continued for another year through July, after which another survey will be made. Under normal circumstances, surveys such as this are made every three years.

The Geiger Report brings out that "from observation the medical and surgical care given patients in these institutions is excellent and receives approbation without reservation; that is, with one exception - that requests for new equipment removed from the budget may prove catastrophic to some patients."

With this observation this Committee concurs. It also agrees with some of the deficiencies brought out in the other expert reports and which this Committee has seen first hand. It has come to the conclusion that the superintendent of San Francisco General Hospital should not be unduly criticized, for under the circumstances he is doing the best he can to the best of his ability.

Beyond this, another serious problem confronting the General Hospital is the fact that the 1954 bond issue funds are practically depleted with much of the modernization program still to be completed. Millions of dollars will be needed if the program is to be finished.

There are two schools of thought as to the best method to pursue in acquiring the necessary funds. One, that another bond issue be presented to the voters for approval; secondly, that there be budget allocation of \$1,000,000 over a period of years, subject to the plans of a trained architect, until completion of the remodeling program.

The solution is difficult to define. However, it is the studied opinion of this Committee that a bond issue is again necessary so that the hospital remodeling can be completed as quickly as possible. The Committee believes, however, that before any bond issue is presented to the voters for approval, it be carefully studied to ensure that the funds will be sufficient to finish the job.



## Health Department (continued)

In addition, there should be a planned schedule of preventive maintenance for the entire physical plant, so that it will never again be necessary to accomplish this by the more expensive process of a bond issue.

To go a step further, the administrator, together with a "Research Committee" (this could well be a function of the board of trustees), to make a study to determine what the Hospital trends and needs will be in the next ten to twenty years.

The problems facing the psychiatric hospital are highly critical, especially the observation-detention wards, where conditions are inhuman and intolerable for both patient and staff, with overcrowding way out of proportion. Particularly when evaluation is made of an average intake of 400 patients per month. The situation on these wards have existed now for too many years. Members of the hospital medical staff have publicly substantiated the previous reports of this Committee and have referred to the observation-detention wards as "potentially dangerous - a powder keg."

These are not pleasant facts. But they are facts which must be reckoned with and measures taken to correct them, if human dignity in caring for the mentally ill, especially on the observation-detention wards, is to be returned to San Francisco. The field of psychiatric medicine has made great strides in the care and treatment of the mentally ill. But the City's mental health programs are still retarded because of lack of a modern psychiatric hospital facility, lack of personnel and an adequate budget.

Hospital beds for psychiatric patients in San Francisco are limited, even for those with ability to pay. San Francisco must make every means possible to avail itself of state funds under the Short-Doyle Act to improve every phase of the mental health program and to include patients needing hospitalization under subsidy, such as the City of Stockton has already done, and which reduces by one-half the cost of care.

It is the belief of this Committee that some voluntary agencies would like to become involved with community mental health services under the Short-Doyle bill, but the rigid contracts the City requires of them make it virtually impossible for them to do so. It is recommended that City contracts be reviewed with the goal to make them more flexible.

This Committee feels that mental health programs which give so much to the community do not have the public recognition for the important role the programs play to prevent and to treat the mentally or emotionally disturbed. For example, the Adult Guidance Center, now in its tenth year as a voluntary psychiatric out-patient clinic for the treatment of the pathological drinker, has gained statewide, national, and international recognition as one of the most outstanding and advanced treatment center in North America. Still this program is impaired. It could give even more service, not just as a





Health Department (continued)

psychiatric clinic but as a psychiatrically-oriented rehabilitative service. The Clinic, housed at 150 Otis Street (formerly the Juvenile Detention Home), is acutely and chronically handicapped by insufficient personnel and lack of space. The entire staff complement, from psychiatrists to clerical help, work under extreme and irritating conditions, which results in a loss in the quality of privacy and unhurried pace so necessary to treat troubled people. In addition, there is lack of equipment. Telephones are at a premium, and much worktime is lost because of this. There are no separate bathroom facilities for personnel. There is no rest room with lounge for women.

Making available the third floor at 150 Otis Street, which now acts as a storage depot for records of the Finance and Records Department, would solve the space problem and improve working conditions overall for this clinic, with the important end result of better service and enlargement of this specialized community program.

Negotiations for the third floor should be initiated, as well as an immediate survey of the third floor for remodelling. It seems to this Committee that caring for troubled people is more important than the storage of records - important and valuable as those records might be.

The Adult Guidance Center, with an average monthly caseload of 2,000 patient visits per month, representing a cross-section of San Francisco's population, has been recently accepted by the new Community Mental Health Services under Short-Doyle, and has as a result become reimbursable by this program for 50% of its expenditures. With subsidy under Short-Doyle, many of the City's mental health programs will reduce the cost to taxpayers by 50%. It is now possible for San Francisco to go forward with program expansion if every step is taken to get the most benefit from state funds allowed through the Short-Doyle Act.

The newly hired Chief of Community Mental Health Services has made remarkable improvement with many of the programs, and he has prepared a good over-all program to alleviate and to curtail mental sufferings. Primarily he is concerned, as is this Committee, with the lack of space on the observation-detention wards in order to meet the present and urgent situation. He should be given first consideration for additional space at General Hospital immediately. His program will never really get off the ground, no matter what his ability, unless he is given adequate facilities and the necessary budget to work with.

An unmarked station wagon to transport the mentally ill (warrant type) to the psychiatric hospital is badly needed, and it has been strongly advocated by the San Francisco Mental Health Association. This Committee highly favors the local Mental Health Association recommendation in this regard, in order to bring about a more humane manner of transporting this type of patient.



## Health Department (continued)

Presently, transportation is generally handled by emergency hospital ambulance between 4 p.m. and midnight. Since there is no actual appointed time when these patients are to be picked up, a state of anxiety is unnecessarily imposed on the family awaiting transportation to take a loved one to the hospital. Also, if a station wagon were allocated for this service, it would relieve an emergency hospital ambulance for the service for which it is intended; and, it could also be used to furnish transportation for other patients, which service is not now available.

Interestingly enough, many people using county health facilities do so on ability to pay. The Bureau of Delinquent Accounts shows a marked increase in collections for the fiscal year 1959-60, with revenue of \$742,000, an increase over the previous year of approximately 93%. It is estimated that with the addition of one B4 accountant I to this department, collection of monies owed to the city by people covered by health insurance, and a more thorough investigation of the patient's financial status, could be made.

This Committee firmly believes that people using these facilities should contribute in accordance with their ability. However, as this Committee understands it, Section 133 of the Health Code of San Francisco, and related Section 20.13 of the Administrative Code, provides for the compulsory placing of a first lien against a patient's real property as a condition for the acceptance of such a patient seeking care and treatment through the facilities of San Francisco General Hospital.

It is the belief of this Committee that this section should be reviewed. Placement of such liens against those who happen to own their homes, rather than rent, no matter how modest the home or how small the equity in it, in perpetuity is one of discrimination. In some cases it has worked undue hardship on those needing medical and psychiatric care, or, as in some cases, members of the immediate family, and often tears down family stability because of the misfortune of illness. To cite an example - the head of a house earning only a bare living wage for himself and his family, but having a small equity in a home, with payments on a mortgage comparable to rent, must sign a lien; whereas another family with perhaps a slightly better income but without real property is given free care and treatment. Other examples could be cited which would also show hardship imposed by the present provisions of this code section. Because of this requirement in the code, the Bureau of Delinquent Accounts is placing more liens on real estate to secure cost of care, and sometimes people are forced into debt rather than sign the lien. The Committee believes this section should be reviewed, with some means provided for discretionary waiver of liens where the property involved is marginal and where the spirit of the law should not require that a lien be imposed.

The amount of revenue cited above as collections for the fiscal year 1959-60 does not include collections for the Municipal Ward, T.B. subsidy, State subsidy for Psychiatry, or collections



Health Department (continued)

made on the San Francisco General Hospital accounts transferred to the Bureau of Delinquent Revenue of the Tax Collector's office.

Geriatrics ranks high on the list of medical, social, and economic research. This year the Fifth International Conference of Gerontology met in this city. The many medical, social and economic problems confronting the aging around the world were discussed, and ways and means were considered to give them the feeling that in spite of their age and/or ailment, they still have a useful measure of economic and social life within the community.

Early next year the White House Conference of the Aging will take place. From San Francisco, representatives will be seeking answers and help for more and better planning for the older citizens of this community. All of which points up to the fact that the aging and/or chronically ill need more than just a bed and three meals a day. It cannot be denied that effective programs for the aging, with emphasis on good nursing care and rehabilitation, is expensive. But it is interesting to note that Laguna Honda Home has a yearly income of \$1,350,000. Each month some 1,150 people, out of a total population of 1,550 patients and residents, have a monthly income through Social Security, Old Age Assistance, Blind Aid, Aid to the Totally Disabled, Social Security Disability, or contributions from responsible relatives and other pensions. The Laguna Honda Home budget for 1959-60 totalled \$3,800,000. With collections of \$1,350,000, the net cost to the taxpayers was \$2,450,000; which shows that better than one-third of its program is met by those under care. The net amount of total cost to ad valorem (real estate) taxpayers is very little more now than it was six or seven years ago. For example, in the fiscal year 1955-56 the budget allotment was \$2,740,000, with receipts from patients and residents through pensions and other sources of \$648,000, a net cost to the taxpayers of \$2,100,000.

There is still another avenue to increase revenue to meet the cost of care, if licensing by the State of California for certain ambulatory wards were obtained; explicitly, eight male wards in Clarendon Hall, two male wards in the Main Building, and six female wards also in the Main Building. A recent survey showed that 507 of the 513 residents living on these wards are eligible for either Old Age Assistance, Blind Aid, or Aid to the Totally Disabled, if they resided in a licensed area. To qualify, capital improvements amounting to \$129,000 would have to be made; such as, a nurse's station, treatment rooms, handrails, and bedpan sterilizer, and additional personnel, including retirement charges, amounting to \$180,000, a total of \$309,000 in all. However, offsetting this additional expenditure, estimating conservatively, gross income to the City would amount to \$407,000 for the first year, with a net revenue of around \$98,000 for the first year; after the first year there would be approximately \$217,000 net revenue.

Over and above the financial aid the City would receive to help meet the cost of care for these people, is the fact that they



Health Department (continued)

could be getting better nursing care around the clock. Secondly, each patient will have, after deduction from his pension, \$16.00 a month to spend for personal needs. Thirdly, the City would have the not-needed income to meet cost of care for these people. Fourth, and most important, these aged will be conscious of the fact that they are helping to pay their own way, and this will do much to strengthen their feeling of self-worth - and that they are not completely dependent.

Since last March, three hospital wards have been completed to accommodate 114 patients. Yet these wards remain idle and unused because of lack of funds, while chronic over-crowding goes on in San Francisco General Hospital.

Reports such as this are submitted for consideration to focus attention on the needs for important improvements, especially those concerning the care of the sick, in order to ameliorate conditions while there is still a chance to help them. For example, at Laguna Honda Home there are over 300 stroke (cerebral vascular accident) cases, and about 50 amputees needing more rehabilitative service, such as physical therapy, occupational therapy and speech therapy. There are better than 200 patients under treatment in rehabilitation now, but there are many more in the hospital who need rehabilitative service but who are not getting it. The budget now provides for three physical therapists, two occupational therapists and one speech therapist, part time (half time); this is grossly insufficient to perform these important services.

To revert to the three new hospital wards lying unused and idle: many patients awaiting transfer to Laguna Honda Home from San Francisco General Hospital are stroke cases. This type patient should be transferred to Laguna Honda Home as soon as possible after the stroke has occurred. When such a patient is allowed to remain inactive without physical, occupational and speech therapy for too long a period, contractures set in and the patient is hopelessly set back. The activating of these three wards at the Home will not only help relieve some of the patient congestion at San Francisco General Hospital, allowing for prompt transfer of stroke cases, but, most important, these patients would be getting the special attention at Laguna Honda Home where rehabilitation is provided.

As the situation looks now, these wards at the Home may not be opened until July of 1961, unless there is an emergency appropriation to staff the wards and to provide the so-necessary auxiliary services. If an emergency appropriation is not granted and the wards remain unopened until next July, it means that 16 months will have elapsed while many stroke patients at General Hospital who could have been helped have not been given a chance in time of crisis, when time was of the essence, to effect at least a partial recovery and a feeling of usefulness.

It is urged that an emergency appropriation be granted to put these wards to work without further delay.





## Health Department (continued)

The funds under Bond Issue allocated to Laguna Honda Home have been used, with the exception of \$30,000, of which \$10,000 is earmarked for equipment. There is available and appropriated, as deferred maintenance, 1960-1961, approximately \$250,000 set-up for remodeling of M and O Buildings.

Laguna Honda Home has included in its budget for 1961-62 (Public Works Budget) miscellaneous maintenance \$250,000. Under Capital Improvements - Licensing of Ambulatory wards \$129,000. - Staphylococcal infection air control in laundry \$26,000 - heating and ventilation of the auditorium \$31,500 and improvements in the Men's Day Room and Dining Room \$20,500. These improvements are needed not only health-wise for patients and residents, but to create a warmer and homier atmosphere for those who, because of unfortunate circumstances, must live in an institutional setting.

Superintendent Louis Moran deserves great recognition from the community. He has given devotion to his job with know-how business sense at his finger tips. Each day he strives to raise the level of care on an individual need basis.

On more than one occasion this Committee has observed the warm interaction between him and his staff as well as between patients and residents. He has encouraged participation of volunteer groups which bring a touch of the outside world. It gives to the patients and residents the feeling that someone is aware of their plight and cares enough to help.

Can San Francisco close its eyes? Can San Francisco afford to delay in availing itself of necessary financial aid by not taking the necessary steps, such as, the licensing of the wards mentioned in this report? Presently, cost of care for these patients is met by the taxpayers. This added income could be used well to provide additional and important rehabilitative service and to improve all-around patient care.

This Committee believes sincerely citizens once aware of the situation will advocate that the necessary steps be taken.

HASSLER HEALTH FARM in Redwood City - until this year had been used exclusively as a treatment center for tubercular patients. To help to relieve the over-crowded conditions at San Francisco General Hospital it opened one ward for about 40 aged and chronically ill women this year. Since transfer to Hassler, these patients have fared well and would do even better with improvements on the ward where they live. There is need for additional rehabilitation equipment. The bathroom facilities are poorly placed and obsolete.

There is only one bath-tub to bathe these patients, many of whom are involuntary, and this makes it hazardous for both patient and nursing staff, since many must be bathed more than once a day.



## Health Department (Continued)

It is the understanding of this Committee that a request has been included in the Hassler budget for 1961-62, for two bathtubs, and the Committee strongly urges that it be approved.

At Hassler, this Committee found a dedicated staff, not only in its care of these aged women, but in caring for the tubercular patient. Besides the need for more equipment, such as wheelchairs, there is an urgent need to replace its dental unit, which is worn and outmoded after 33 years of continued use.

Here this Committee has found evidence of citizens participation. Besides volunteers, the San Francisco Tubercular Association has given not only financial help but it has done much to create awareness in the community as to the needs in treating TB patients both at Hassler and San Francisco General Hospital.

The Health Department's statistical report for the 39th week of 1960, ending September 30th, lists 417 cases of tubercular patients reported, as compared with 355 for the same period of 1959. This is a 17% increase.

In 1959, 125,522 persons received chest x-rays through various case-finding programs. Of this number 114,316 or 91%, of the films were processed through the Chest Survey Section at 101 Grove Street. Of the 114,316 films - 6,753 or 5.4% were read as suspicious of tuberculosis. Of the 6,753 individuals with suspicious chest films, 6,527 or 96.5% were given follow-up examinations and evaluations which revealed active tuberculosis requiring treatment in 228, or 3.5%. However, there are, in the city, 226 individuals or 3.5%, with suspicious chest films who cannot be located.

Realizing the importance of the follow-up and evaluation program, the case-finding committee of the San Francisco Tuberculosis Association has urged its Board of Directors to allocate funds to hire a male investigator for the period January 1st to June 30th 1961, with the hope that the Health Department will include it in its budget for the next fiscal year (1961-62). Again this exemplifies the interest of citizens to help to effect a cure.

This work should be done by a male investigator rather than a Public Health Nurse because most of the people who are hard to reach or to get under treatment have psychiatric, social or other emotional problems in addition to their tuberculosis. Many cannot be reached except at night, often in bars or other places, where it would be dangerous to send a Public Health Nurse, such as, in the Skid Row Area.

In addition, a male investigator would be extremely valuable in locating recalcitrant patients who leave the hospital before they are discharged and while still in a communicable stage.



## Health Department (continued)

This investigator would be able to serve these patients with legal orders of isolation and return them to the hospital. This would prevent worsening of the disease, prolongation of the disease, and spread of tuberculosis in the community. To cite one situation, or one such case in the past year resulted in ten other cases of tuberculosis by close contacts.

In August 1956, the San Francisco Tuberculosis Association again displayed its genuine moral obligation to the people of San Francisco. It was instrumental in establishing a routine admissions X-ray program at the hospital. Since then (more than four years) over 48,000 films have been taken and 133 cases of proven TB have been uncovered.

This program is now the most productive in all of San Francisco, and should be of tremendous significance to the hospital, the Health Department and the city administration, because it protects both patients and personnel from TB infection. These 133 proven TB cases might well have gone undetected in the hospital.

Since inception of this project, the Association has paid half of the salary of a follow-up clerk. This person is the key to this valuable program. Originally, it was intended the Health Department would assume this half-time salary when the program had proven itself to be worthwhile. This has not occurred.

Unless some emergency provision is made, this project will fold on January 1, 1961. It is the understanding of this Committee that the Health Department has placed the position in its 1961-62 budget. However, there will be a period of at least 7 months when this program will not be in operation even if the position is finally approved.

Programs such as this are vital to the community, and this Committee recommends that measures be taken so there is no interruption of this project.

Dr. Francis J. Curry, recently named Assistant Director of Public Health, has earned an enviable reputation in the field of tubercular medicine. His is an imagination that works toward fulfillment with sound, skilled practices. However, effective medical programs can never be accomplished unless there are necessary funds to bring them about.

The Emergency Hospital system in San Francisco enjoys a good reputation among cities holding enviable positions in the providing of efficient emergency services. It is the belief of this Committee that with slight streamlining of its program, it would give even more effective service.



## Health Department (continued)

Presently the city has 8 emergency ambulances to service the community, but as many as 3 ambulances are used for other than emergency services, such as, the pick-up of soiled linen from each of the city's 5 emergency hospitals for laundering at Laguna Honda Home. An ambulance is also used to deliver and pick-up drugs and supplies and food stuffs such as milk, bread, and butter, for patients confined in an emergency hospital for longer than a normal emergency period. These functions, this Committee believes, could be adequately handled with a small delivery truck operation.

An ambulance is used generally between peak hours of 4:00 P.M. and 12:00 midnight to transport mentally (warrant type) ill patients to the psychiatric hospital. This Committee has already recommended in this report that a station-wagon, properly staffed, could more than adequately handle this service.

Two ambulances are assigned to transport patients to and from San Francisco General Hospital for out-patient services. This function could also be streamlined with the use of a station-wagon, such as those used by the American Red Cross Motor Corps, for this kind of service.

This Committee has observed how difficult it is for many of the clinic patients using ambulance service for clinic follow-up; for example, the aged and feeble. It is difficult for them to get into the ambulance, and it is hard riding for them to sit on the narrow, bench type seat and steady themselves by hanging on to overhead leather straps to keep from falling.

The Geiger Report notes "something drastic should be done about Park Emergency Hospital." The Monardo Report recommended that it be closed and the stewards and ambulance be transferred to the University of California Moffitt Hospital, Emergency Section.

It is estimated that such action would bring a saving to the taxpayers of approximately \$30,000 to \$90,000 a year. Cost to operate this emergency hospital is in the vicinity of \$170,000 a year.

Park Emergency is nearly 70 years old, and there has been some thinking on the part of the Department of Public Health that it be re-built. This Committee is primarily concerned with the needs of its citizens, and to that end has looked into the radius of emergency service given by the Park Emergency if it were transferred to the University of California, Emergency Section.

It has found that proximity is the same. There would be no jeopardy for those needing emergency help if the service were transferred.









## APPENDIX

### SUMMARY OF RECOMMENDATIONS FROM THE CONTEXT OF THE FINAL REPORT OF THE GRAND JURY HEALTH DEPARTMENT COMMITTEE

#### PAGE:

- 82 Under the newly appointed administrative director create a department of institutions to include San Francisco General Hospital, Hassler Health Farm, Laguna Honda Home, and Emergency Hospitals.
- 82 Create a Board of Trustees to work with and assist the Administrator.
- 84 Increase the budget for equipment, maintenance, and operation at San Francisco General Hospital.
- 84 Bond Issue to complete remodernization of San Francisco General Hospital.
- 85 Planned schedule of preventive maintenance for the entire physical plant so that the expensive process of another bond issue will not be necessary.
- 85 Study of hospital trends for next ten to twenty years by the Administrator and Research Committee.
- 85 Immediate enlargement of observation-detention wards at the psychiatric division of San Francisco General Hospital.
- 85 City to avail itself of state funds under Short-Doyle Act so as to improve the mental health program.
- 85 Review of city contracts to encourage participation and involvement in services of voluntary agencies and derive the benefits under the Short-Doyle Act.
- 86 Immediate space survey to provide for additional third floor space at Adult Guidance Center at 150 Otis Street.
- 86 Approval of adequate budget to enlarge psychiatric facilities and acquire needed personnel as presented and prepared by the Chief of Community Mental Health Services.
- 86 Provide unmarked station wagon to transport mentally (warrant type) ill with maintenance and personnel.
- 87 Approve B-4-I Accountant for Bureau of Delinquent Revenue to collect monies owed to the city from patients of the San Francisco General Hospital who are able to pay.



## APPENDIX

### Summary of Recommendations (continued)

#### PAGE

- 87 Review of Section 153 Health Code of San Francisco and related Section 20.13 of the Administrative Code - for discretionary waiver of liens where property involved is marginal and where the spirit of the law should not require that a lien be imposed.
- 88 Licensing by State of California of 16 wards at Laguna Honda Home.
- 89 Increase personnel for rehabilitative services at Laguna Honda Home.
- 89 Emergency appropriation to open three hospital wards to accommodate 114 patients at Laguna Honda Home.
- 90 Include capital improvements in 1961-62 Budget at Laguna Honda Home. Licensing of wards - staphylococcal infection control - improvements to men's day room - dining room - deferred maintenance (public works budget) - and miscellaneous maintenance.
- 90 Bathtubs for aged and chronically ill women's ward at Hassler Health Farm.
- 91 New dental unit at Hassler Health Farm.
- 91 Approval of male investigator - TB Division.
- 91 Emergency appropriation of "follow-up" clerk at San Francisco General Hospital Routine Admission X-Ray Program.
- 93 Station wagons to handle and transport patients for out-patient clinic services - similar to American Red Cross Motor Corps.
- 93 Study to determine feasibility of closing Park Emergency Hospital.
- 93 Truck and personnel to handle routine deliveries of supplies and nourishment to emergency hospitals.
- 94 Well-developed medically planned Home Care Program.



## ART COMMISSION

The members of this Committee are normally intelligent people. Each, perhaps, a specialist in his field or endeavor; but, it makes no claim, for instance, as to its ability to recommend to the San Francisco Art Commission as to whether or not to accept John Garth's mural or Spero Anargyros' bas relief for the new Hall of Justice building.

This dilemma was immediately recognized by Mr. Joseph H. Dyer, Jr., the Executive Secretary to the Art Commission, when this Committee first came to call. During this, and subsequent visitations Mr. Dyer and members of the Art Commission were patient and understanding, which resulted in developing this Committee's esthetic appreciation of the activities of the Art Commission. Therefore, we can now, confidentially, report the following:

The year 1960 has marked another milestone in the constantly expanding role of the San Francisco Art Commission as a division of municipal government charged with integrating the multifaceted work of musicians, painters, sculptors, architects, designers and exponents of all the arts into projects and programs for the public benefit and civic beautification.

This task originated in 1932, when the voters of San Francisco by an enactment of the city charter itself created the San Francisco Art Commission as an official municipal agency for expression of the city's continuing concern for artistic direction. Mr. Harold L. Zellerbach is the President of the Art Commission, a position he has filled since his appointment in 1948 and receives able assistance from Vice President John K. Hagopian, together with eight other Commissioners.

### 1960 Pops Concerts

The 1960 mid-summer Pops Festival, presented by the San Francisco Art Commission, was the most successful in the 10 year history of this event. Under charter amendment voted by the people of San Francisco in 1935, the Board of Supervisors was authorized to set aside one-half cent of the tax rate for the use of the Art Commission in assisting and maintaining San Francisco's distinguished symphony orchestra. Since 1951 this support has been utilized in the development of the mid-summer Pops Festival at the Civic Auditorium directed by Maestro Arthur Fiedler, who has achieved international fame with his Pops performances in Boston. In the 1960 season just completed, Maestro Fiedler and the San Francisco Pops attracted nearly 60,000 attendees at 10 Pops concerts at Civic Auditorium. The Art Commission again maintained its traditional price structure of 30¢ to \$2.30.

### Arts Festival

The annual Arts Festival's program now in its 14th year has also shown the same measure of growth as the music program.





## The San Francisco Art Commission (continued)

The 1959 Festival, held at the Fulton Street Mall at Civic Center, September 24 to 27, approached the 250,000 mark in attendance.

The 1960 Festival conducted on the same site on September 15 to 18 again approached the quarter million mark. More than 3,000 painters, sculptors and craftsmen participated, a new record high. The City also awarded some \$3,000 in purchase prizes, also a new high record. The painting, sculpture and crafts purchased by the City will be placed in public buildings.

This year, lights were installed at the festival site, so that visitors could see the art work until 10 p.m. each night during the four day event. A high degree of cooperation from various civic, art and cultural organizations helped make the 1960 Arts Festival one of the best ever. The American Federation of Musicians, Local #6, contributed an outstanding music program throughout the festival

### Municipal Band

The Municipal Band is supported by funds provided by the San Francisco Art Commission. As usual, it participated in many civic and philanthropic functions of the City of San Francisco, including a variety of concerts in San Francisco parks and squares, museums, civic celebrations, parades and receptions. It continues under the able leadership of John Afendras.

### Municipal Chorus

The Municipal Chorus, under the outstanding direction of Dr. Hans Leschke, maintained its position as an outstanding musical organization. Their appearance with the San Francisco Symphony earned high praise from the music critics and capacity audiences.

### Public Buildings

The Civic Design Committee, under the chairmanship of Mr. Charles Peterson, continues its surveillance of San Francisco's major building renewal program, working in cooperation with city commissions and agencies.

Plans for the new \$6,000,000 rehabilitation program for the Civic Auditorium are receiving special attention from the Civic Design Committee, with particular attention to the requirements of the Art Commission's symphony concerts and other musical events which are annually conducted there. Also developed under the direction of the Civic Design Committee is a \$250,000 International Sculpture Competition to "make the new San Francisco Civic Center the most beautiful in the world."

This Committee shares a great pride in the enviable reputation this City enjoys because of the high standard of its cultural life. It was a great privilege for this Committee to



The San Francisco Art Commission (continued)

observe, in the various phases of its activity, this dedicated group of people who make up the San Francisco Art Commission and who make such a notable contribution to the cultural life of San Francisco.

MAX SHERMAN, Chairman

FERD LACHMAN

JOSEPH P. MAZZOLA

WALTER H. SANDFORD



## PUBLIC ADMINISTRATOR

An important branch of City and County government which rarely is in the public eye is that of the office of Public Administrator. Perhaps this is because it deals with a very small segment of the population, and when circumstances arise that bring it into contact with those it serves, it pursues its duties quietly and without fanfare.

The immediate function of the office is to safeguard and reserve the personal effects and other valuable property of individuals who pass away under conditions that appear to indicate that those decedents are without relatives within a close kinship. In most instances there are close relatives, but they are not available to take charge.

It must be emphasized that the office of Public Administrator has a responsibility not only to the heirs but to others who in any way may have an interest in, or a claim against, the estate of the decedent. It is for this reason the office of the Public Administrator may be likened to other emergency services of the City in that members of the staff are on call 24 hours a day.

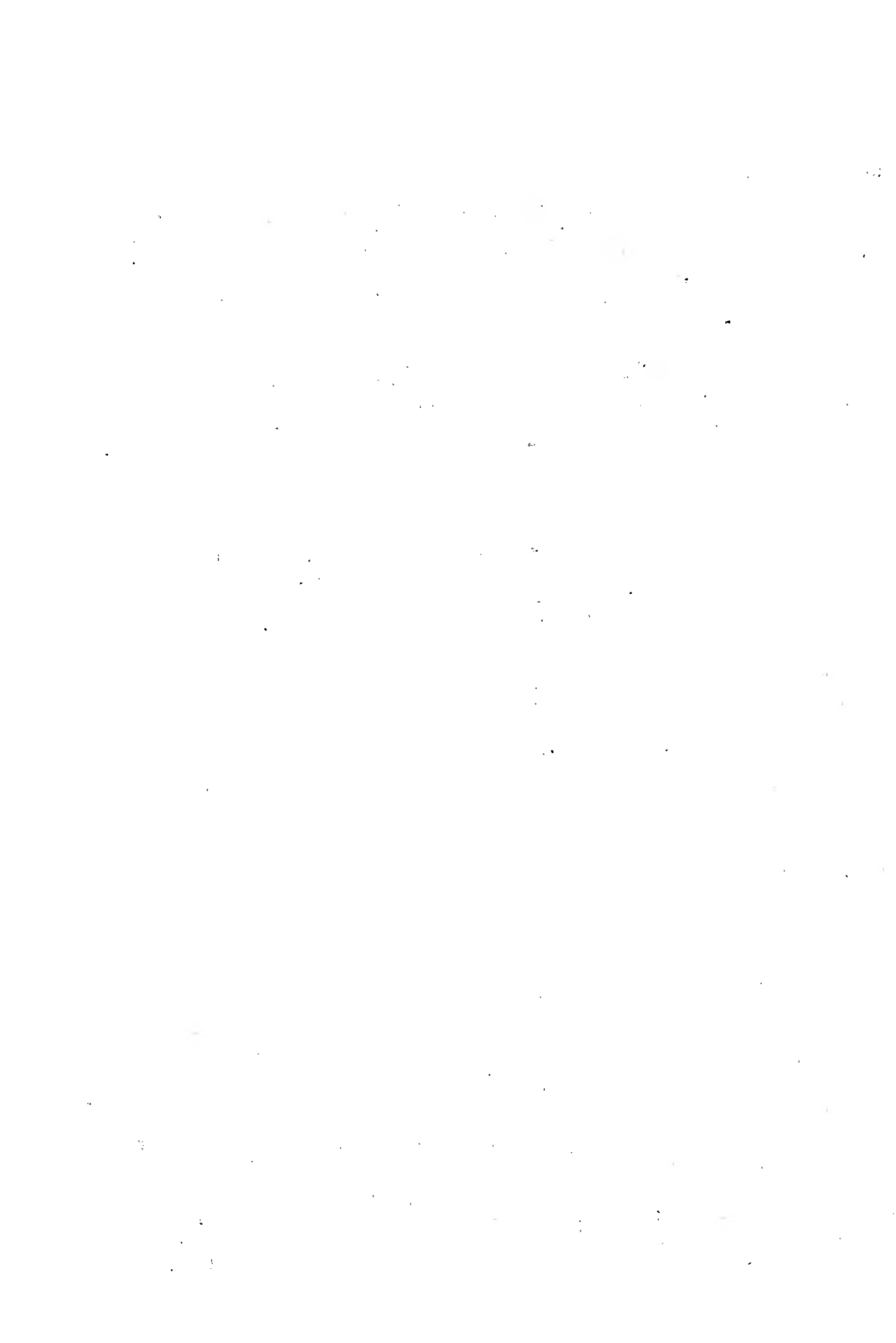
Once the Public Administrator has assumed charge of the valuables, personal property, etc., of the decedent, and without regard to whether he will eventually serve in the case, he must hold such property under his protection pending whatever action is indicated by subsequent contingencies. For instance, if there are close relatives, he may relinquish control to them and step out of the case completely, making no charge for his services rendered.

On the other hand, by law the Public Administrator must assume charge of the decedent's estate under certain prescribed circumstances, including those briefly outlined as follows:

- (a) when there is no will or known heirs;
- (b) when there are no heirs residing in California;
- (c) when there is no executor named in the will;
- (d) when a named executor is unable to serve or cannot qualify.

As an indication of the services performed by his office for which no compensation was received, there were approximately 1,400 cases investigated by the Public Administrator during the last fiscal year, whereas he was appointed legal Administrator in only 539.

The office of Public Administrator has the respect, confidence and a good working relationship with the Coroner, the hospitals of this city, with the legal profession and with the Courts. All cooperate fully, realizing that the office has a responsibility under the law in matters involving the property of deceased persons until it is established that there are next of kin to take over.



Public Administrator (continued)

The probate fees allowed the Public Administrator are the standard fees provided by State law. During fiscal year 1959-1960, the revenues of the office were in excess of \$205,000 while its expenses were just under \$116,000. The net proceeds to the City were approximately \$89,000. This is a splendid record. Not only is the office self-supporting, it turns back to the City an additional sum not far removed from its budgeted costs.

The Committee was surprised to learn that the office is staffed by only 16 permanent employees. This is of particular interest when one takes into consideration the Public Administrator of Los Angeles County, whose volume of business is not materially in excess of ours, with some 58 employees doing comparable work.

The amount of business passing through the Public Administrator's office is understandingly heavy. There is, of course, the investigation of new cases. Then there is the matter of instituting probate proceedings and the extensive legal processes that follow. These include, in many instances, disposing of personal and other property to best advantage in order to carry out provisions of the wills. Ultimately there is the final distribution of the estates to the legal heirs. To accomplish all of this requires a great amount of close attention and careful handling.

At the close of fiscal year 1959-1960 there were 705 estates still open and in course of adjudication.

The Committee cannot conclude its report without commenting on the cramped quarters in which the Public Administrator is required to conduct the business of his office. For instance, there is no waiting room for visitors. Persons having business with the Public Administrator or members of his staff are obliged to wait in the general working area. Considering the extent to which the office must become involved in administering the estates under its jurisdiction, it is amazing that the routine operates so smoothly and efficiently in such a crowded space.

Credit must be given Con S. Shea, the Public Administrator, who is responsible for the excellent manner in which the affairs of his office are conducted, and who, in turn, has a good word to say concerning the loyalty and cooperation of his staff. Evidently these are the important factors that contribute to the successful operation of the department.

JOSEPH C. CONNELL, Chairman

FELIX P. LASSALLE

LOUIS J. ROCCA





## PUBLIC WELFARE DEPARTMENT

During the year the committee met with the Director of Public Welfare and with representatives of the Public Welfare Commission and visited the offices of the Public Welfare Department. It inquired into the facilities and investigated the operations of the Department and reviewed various reports, documents, and other records. It is our considered opinion that this Department is operating efficiently and effectively under very difficult circumstances and that the developments of the past year may well be regarded as a major contribution to the field of public welfare nationally.

The Department was created by charter amendment in 1937. Since that time, by changes in law, many new programs have been established and many new services have been added to meet the demands of rapidly changing times. During the year 1960 the Department administered the programs listed below. The State and Federal Governments share with San Francisco the costs of most of these programs, as indicated.

### Programs of Financial Assistance:

- Old Age Security - (federal, state and local funds)
- Aid to Needy Blind - (federal, state and local funds)
- Aid to Potentially Self-Supporting Blind - (state and local funds)
- Aid to Needy Children in their Own Homes - (federal, state and local funds)
- Foster Care of Children in Boarding Homes and Institutions - (state and local funds)
- Aid to Disabled - (federal, state and local funds)
- California Public Assistance Medical Care Program - (federal, state and local funds)
- General Relief (Indigent Aid) - (local funds)

### Service Programs for Children:

- Adoptions - (state funds)
- Foster Home Placement and Supervision of Children - (local funds)
- Counselling, Guidance, and Protective Services for Children - (local funds)
- Licensing of Boarding Homes for Children - (state funds)

### Other Programs:

- California Prevention of Blindness Program - (state funds)
- Licensing of Boarding Homes for the Ambulatory Aged - (state funds)
- Single Men's Rehabilitation Center - (local funds)

The Department functions under the supervision of the Public Welfare Commission, consisting of five unpaid members appointed by the Mayor. The Commission appoints a Director of Public Welfare as the chief executive of the Department, and a Secretary of the Commission, each of whom serves at the pleasure of the Commission.



## Public Welfare Department (continued)

The Commission and the Department suffered a great loss during the year. Mr. Edward J. Wren who served as a member of the Commission from January 27, 1948, and as President of the Commission for more than ten years, passed away on March 31, 1960. Mr. Wren's years of devoted service to the cause of public and private welfare in San Francisco reflected high honor upon the Commission. His memory will remain a worthy inspiration.

Mrs. John J. Murray succeeded Mr. Wren as President of the Commission for the balance of 1960, and Mr. William P. Scott, Jr., was appointed by Mayor Christopher on April 14, 1960, to the place left vacant by Mr. Wren's death. Mrs. Jacqueline Smith, Mr. Nicholas A. Lounos, and Mr. Frank H. Sloss continued to serve as members during the year.

The total annual expenditures of the Public Welfare Department approximate \$26½ million (fiscal year 1959-60) of which about 5½ million, or 21% of the total, represents San Francisco tax funds. The State of California reimburses San Francisco for 37.5% of the Department's expenditures and the federal government meets about 41.5% of the total cost.

Over 90% of the Department's expenditures are in the form of public assistance and medical care payments with less than 10% going for administrative costs, i.e., the costs of operating the various public assistance and service programs administered by the Department. The efficiency of operation of the Department is indicated by the fact that during the fiscal year 1959-60, the total costs of administering the public assistance programs represented only 9.0% of total expenditures for assistance and administration as compared with an average of 11.3% for the other three largest California counties of Los Angeles, San Diego, and Alameda, and none of these three counties had a lower per cent administrative cost than 10.2%. The average for the ten largest counties, including San Francisco, was 10.8%.

### Personnel

During the last six months of the year from July 1, the Department operated with a staff of 418 persons, three Child Welfare Workers having been added as of May 1, 1960, in accordance with an agreement with the United Community Fund in relation to the establishment of a Committee on Youth (mentioned later in this report) and one Social Service Worker being added as of July 1, 1960, because of increased caseloads in the Aid to Needy Children Program.

There has been an increase of nearly 40% (39.2%) in the number of children receiving care from the Department in foster homes and institutions during the past three years (from 610 children in October 1957 to 849 in October, 1960). There has been no increase during this period in the number of Child Welfare Workers responsible for the foster placement and supervision of these children, and it appears that increased staff is necessary



## Public Welfare Department (continued)

If proper care of these children is to continue to be provided. This is particularly true since in July, 1959, this staff was given the additional responsibility of attempting to provide prompt care in foster homes in lieu of care in the Youth Guidance Center of the Juvenile Court for dependent, neglected, and abandoned children - and especially for such children of pre-school age.

One of the pressing problems of the Department is that resulting from personnel turnover and the recruitment and training of new staff. During the period July 1, 1959, through June 30, 1960, 70 out of 160 Social Service Workers left the Department, resulting in a staff turnover rate of 44% in this classification. In the Child Welfare Worker classification, 10 out of 40, or 25%, left the Department. There is a great need for at least one full time staff training officer position within the Department to help with the induction and training of new personnel and with the general staff development and in-service training program.

### Housing

In the opinion of the committee, the major present handicap is inadequate housing of the Department's operations. The Department presently operates through two offices in San Francisco, its main building being at 585 Bush Street and its other floor space consisting of three of the nine floors of the building at 150 Otis Street. In addition, the Department operates a Single Men's Rehabilitation Center with a capacity of 100 men on Hassler Health Home property near Redwood City.

During the entire course of the year, the construction of the Sutter-Stockton garage on two sides of the Public Welfare Building (and with a ramp on the third side) has been a decided disadvantage to efficient operations. The garage is now practically complete and, within the next few months, the remodelling work within the Department's building to offset conditions caused by the building of the garage will be underway. This consists of closing off windows on the south side of the building and on the Stockton Street side of the first floor, and the provision of additional lighting, and ventilation.

It should be the plan of the City and County of San Francisco to construct for the Public Welfare Department a new building to house all of its San Francisco operations. It has been recommended that this building be located somewhere within three or four blocks of Van Ness and Market Streets and should, of course, be designed specifically to meet the needs of the Department. Such a building, providing for centralized operations of the Department, would represent a saving in costs and make possible a more effective operation.

Pending the erection of a new building, there is an emergent need for more floor space for the Department. It is



## Public Welfare Department (continued)

The training was completed by June 30, and the Department spent the following months until October in analyzing all Aid to Needy Children, Child Welfare, and Indigent Aid family cases with children under the age of 18 years. This consisted of analyzing the problems and potentials of each family, determining the problems which needed to be solved, and drawing up a "treatment plan" or plan of work needed to be done in solving these problems. Cases were also classified into three groups, depending upon the amount of staff time required to accomplish the treatment plan.

By the beginning of December, cases had been assigned to social workers in accordance with the classification of the case and the Department was in full operation on this new method of handling its family caseload. By the end of the year, statistics will be available as to the composition of the family caseload, the problems confronting these families, and the steps which it is necessary to take to solve them. This will be the first time such information will be available either in San Francisco or in any other California county.

San Francisco is the first large community in the nation to install these procedures in its public welfare department, although many other communities throughout the country are now planning similar installations. The City and County of San Francisco and its Public Welfare Department are to be commended on the adoption of this new and revolutionary approach to the solution of the problems of dependency, maladjustment, and family separation.

## Juvenile Delinquency Prevention

For some time, the community considered establishing a Youth Commission in an effort to combat juvenile delinquency. Instead it was decided to set up a program for developing closer coordination and cooperation, on a neighborhood, district, and city-wide basis, between public departments, private agencies, and other community organizations and leaders; providing more direct services to families and children; and finding and assisting in the solution of problems contributing to juvenile delinquency, maladjustment, and the breakdown of healthy family life. This came about in part because of the success of the Western Addition Special Project (WASP) which ended December 31, 1959, and in which the Public Welfare Department had played a leading role.

In March, 1960, the Board of Supervisors passed an ordinance authorizing the Public Welfare Department, on behalf of the City and County of San Francisco, to enter into a contract with the United Community Fund of San Francisco to accomplish the purposes set forth above. This contract became effective May 1, 1960.

Funds were appropriated for the contract to meet half of the costs of the work (not to exceed an annual rate of \$30,000) and with the United Community Fund to meet the balance of the cost.





Public Welfare Department (continued)

Three additional Child Welfare Worker positions were established in the Public Welfare Department as of May 1, 1960, to provide additional protective service work for children identified as being in danger of becoming neglected or delinquent. The United Community Fund has added four persons to its staff to further the objectives of the contract and further staff services for this work are being provided by the regular staff of the Social Planning Department of the United Community Fund.

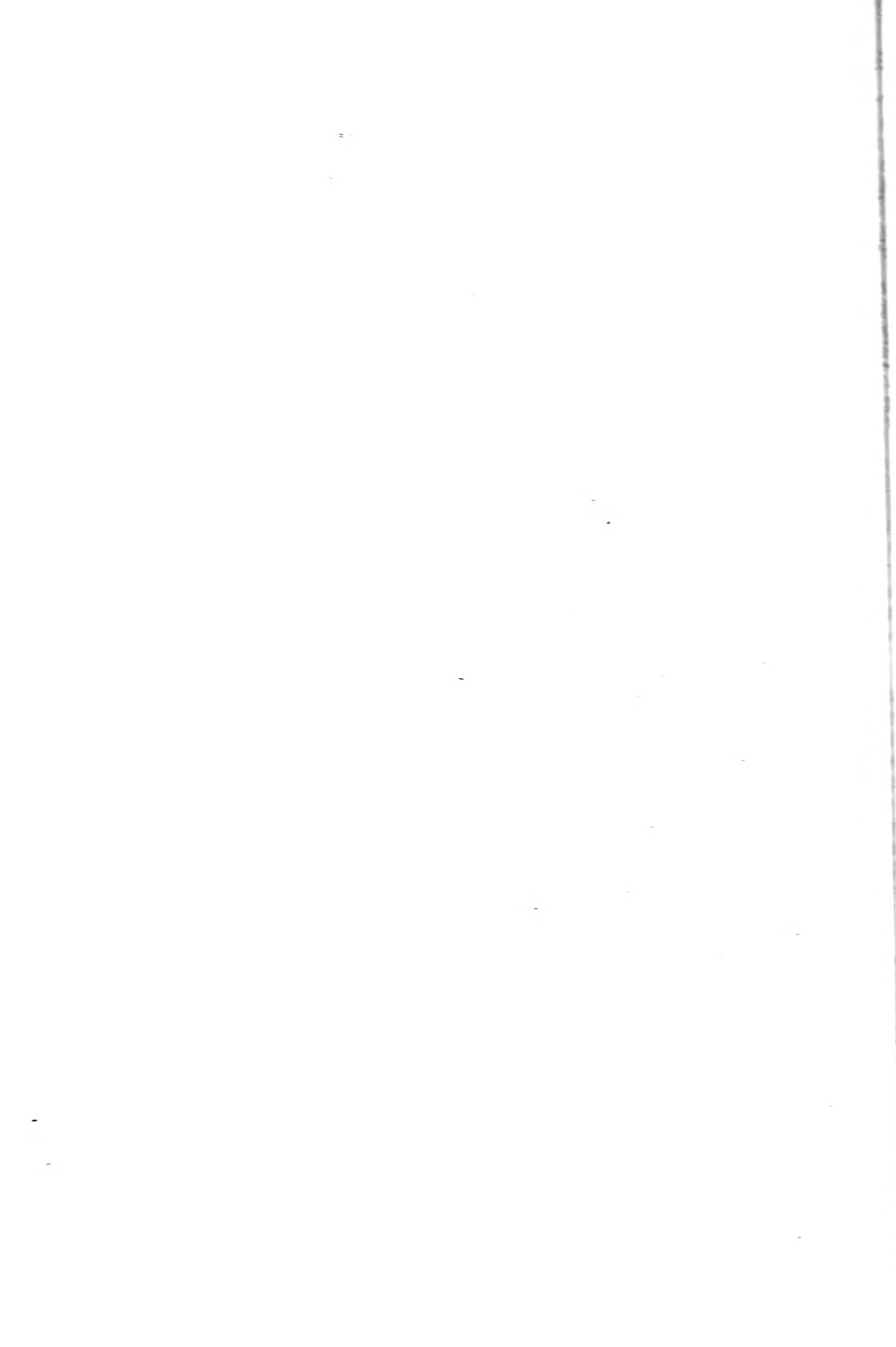
In June, a city-wide "Committee on Youth" was appointed, as called for by the ordinance and contract, consisting of a chairman, eight San Francisco public department heads and officials, and eight other persons designated as "community leaders and representatives of community organizations and private agencies interested in and informed on the problems of youth." The Committee membership is as follows:

Mortimer Fleishhacker, Jr., Chairman  
William H. Orrick, Jr., Vice-Chairman  
Jerome J. Cahill, Chairman, United Community Fund Advisory  
Committee on Neighborhood Councils  
Dr. Daniel A. Collins, Member, Board of Directors, Booker T.  
Washington Community Service Center  
Rev. James B. Flynn, Executive Director, San Francisco Council  
Social Service  
Mrs. Boyd A. Puccinelli, President, 2nd District, PTA  
Roy Sorenson, Managing Director, San Francisco YMCA  
Mrs. Matthew O. Tobriner, Chairman, United Community Fund  
Family and Children's Council  
Louis Weintraub, Associate Director, Jewish Welfare Federation  
John W. Beard, Executive Director, San Francisco Housing  
Authority  
Ronald H. Born, Director of Public Welfare  
Thomas Cahill, Chief of Police  
Raymond S. Kimball, General Manager, Recreation and Park  
Department  
Thomas C. Lynch, District Attorney  
Dr. Ellis D. Sox, Director of Public Health  
Dr. Harold Spears, Superintendent of Schools  
Thomas F. Strveula, Chief Juvenile Probation Officer

San Francisco may well be proud of this joint public-private effort in the prevention of juvenile delinquency and will watch with interest the possibilities for improving the behavior, opportunities, social adjustment, and well-being of its youth through coordination of efforts of public departments, private agencies, and community leaders on a city-wide, district, and neighborhood basis.

This Committee wishes to express its appreciation to Mr. Ronald H. Born, Director of Public Welfare, and members of the Commission for the excellent spirit of cooperation shown in acquainting the members of this Committee with the complex activities of Public Welfare.

MAX SHERMAN, Chairman  
FERD LACHMAN  
JOSEPH P. MAZZOLA  
WALTER H. SANDFORD







Tax Collector (continued)

In the Parking Meter Division, the transition from the five cent to the ten cent per hour parking fee did not affect this department too greatly, although the average weight of coins handled is slightly over the previous average.

In addition, another truck is urgently needed for parking meter collections. At present there are three trucks. When one of these is out of service for any reason it is very difficult to handle the pick-ups satisfactorily.

Mr. Louis J. Conti, our Tax Collector, who took office in January, has instituted many improvements during the past year, and he has done an outstanding job under existing conditions. We feel that the citizens of San Francisco are very fortunate to have for its tax collector a man who has had twenty-five years training in this important department. We have found Mr. Conti and his staff most cooperative.

DANIEL F. McCARTHY, Chairman

PHILLIP N. GALLAGHER

RICHARD M. KING



## PARKING AUTHORITY

This Committee has attended many of the meetings of the Parking Authority and has also kept in constant touch with the members, staff and progress of the program of the Parking Authority of the City and County of San Francisco during the current year.

The Authority's function of coordinating the efforts and procedures of government and stimulating and assisting the efforts of private business in providing adequate, efficient and economical public parking is performed with consideration, diligence and skill.

The Authority's success in this field has been outstanding nationally. It has created an unequalled and unique climate of good will and mutual cooperation between government and business which has effectively united the benefits of both.

This achievement must be credited to the commission system of policy determination and operation, whereby the value of liaison between government and business through direction of the Authority members is pre-eminently displayed.

This Committee has also been impressed by the high caliber and magnitude of work by Authority members and staff which have resulted in community accomplishments far in excess of the intrinsic size of staff and budget, and which well merit the departmental status accorded it.

The San Francisco Parking Program, under the Authority's guidance, is geared to creation of a metropolitan parking network sufficient in size to keep San Francisco the accessible business heart of the Bay Area counties, which, together with itself, are already pouring over 275,000 automobiles into our downtown business areas daily. The Committee feels it important to note that our parking facilities, streets and highways must continue to bear the brunt of this gigantic task for at least the next ten years while rapid transit is being built to share the load.

The accomplishments of the Parking Authority since its establishment on October 26, 1949, have set a national record for cities of this size, and hardly exceeded by cities of any size.

With the completion of Portsmouth Square Garage, public and private financing will have produced 20,569 parking stalls, double the number existing 10 years ago, and almost ten times the parking constructed in downtown San Francisco for the 20 years prior to that date.

The actual cost of this program is approximately \$36,000,000, of which, under the Parking Authority's program and policy of cooperation with private enterprise, only about \$5,000,000 is from public financing--only about 14% of the total.





Parking Authority (continued)

Eventually the City and County of San Francisco will have become the owner of six magnificent public parking garages in downtown San Francisco, representing a capital investment of \$21,689,210, capable of parking 7,000 automobiles at one time. These are: Union Square, St. Mary's Square, 5th and Mission, Sutter and Stockton, Civic Center, and Portsmouth Square.

It is noteworthy that over 60% of that vast parking space is underground, which assures the least possible interference with private business, private property, and the San Francisco tax roll.

Accomplishments to date under the Authority's program may be summarized as follows:

1. Private Financing

I) Completed:		
a) 1959-60 . . . . .	3,200	stalls
b) 1949-59 . . . . .	8,798	"
Total under No. 1 . . . . .	12,020	"

2. Public-Private Financing

I) Completed:		
a) 1959-60 . . . . .	1,461	"
b) 1949-59 . . . . .	4,703	"
Total . . . . .	6,164	"
II) Under development . . . . .		
Total under No. 2 . . . . .	7,896	"

3. Public Financing

Completed:		
a) 1959-60 . . . . .	0	"
b) 1949-59 . . . . .	653	"
Total . . . . .	653	"

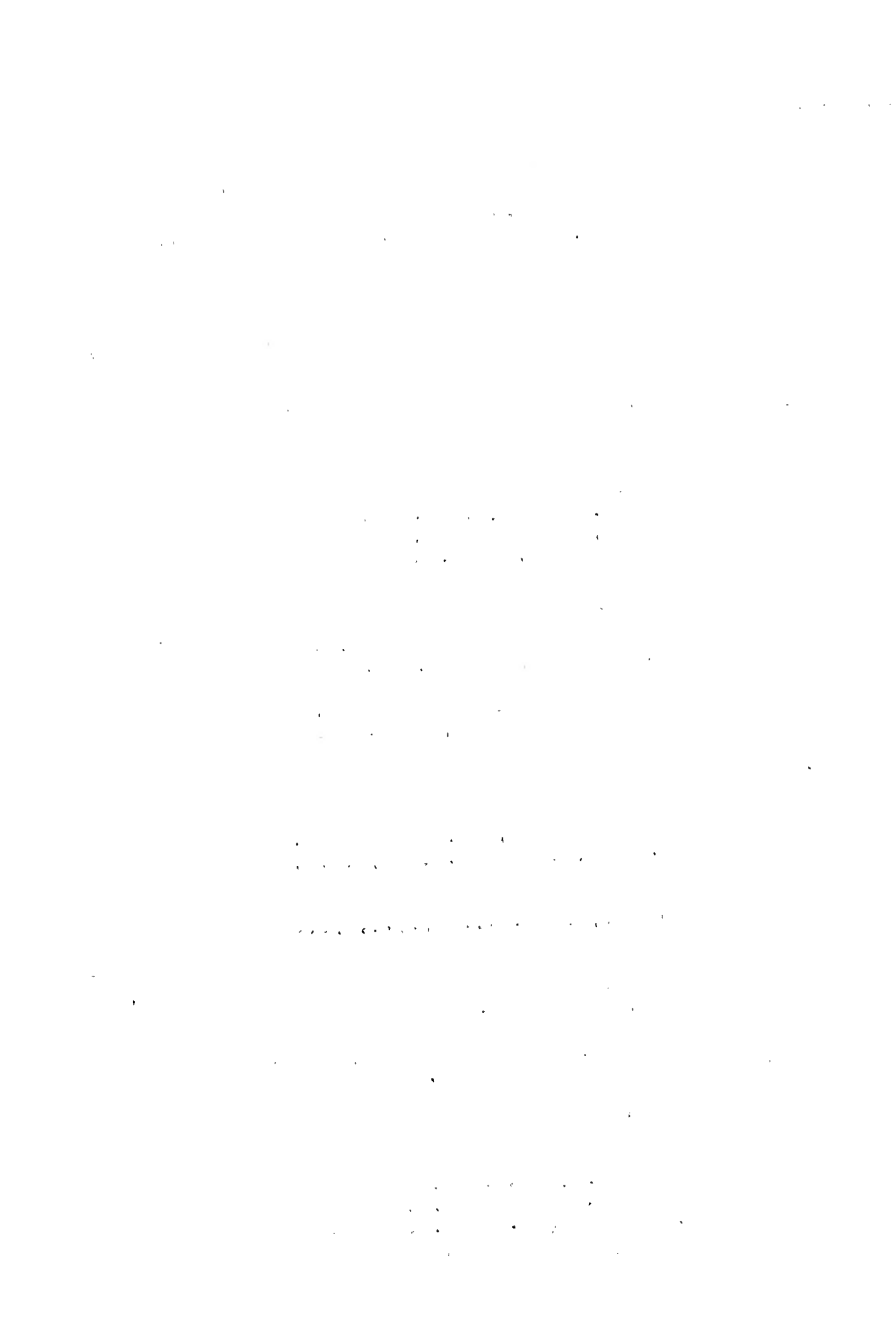
GRAND TOTAL . . . . . 20,569 "

The Neighborhood District Parking Program has been realistically modified as follows: 49 parking lots, with 1,459 stalls, in 21 neighborhood shopping districts.

Estimated costs are: Project, \$4,912,500; Annual maintenance, \$59,300; Annual Revenue, \$72,950.

The future parking program also includes: Additional Downtown Parking as of 1960 need:

Short-time parking . . . . .	11,119	stalls
Allday " . . . . .	22,238	"
Total . . . . .	33,357	"



## Parking Authority (continued)

### Golden Gateway

The next new major downtown public parking development will be the 1,300-car garage planned by the San Francisco Redevelopment Agency for the Golden Gateway. The Parking Authority, at the Agency's request, has been cooperating closely on this project during the past year.

### Western Addition

The Parking Authority is also engaged with the Redevelopment Agency in the development of a 500-car underground public parking garage to be constructed in connection with the Japanese Cultural Center in the Western Addition. This facility is intended to serve the Fillmore Shopping District, as well as the Cultural Center, and thus become an integral part of the City's Neighborhood Parking Program.

The Parking Authority is a self-supporting agency, as shown by the following balance sheet:

#### Gross Income from all Projects (June 30, 1960):

Rent . . . . .	\$144,934.62
Taxes . . . . .	34,930.95
Other sources . . . . .	2,518.09
	<u>\$182,383.66</u>

#### Expenses:

Tax Roll Deduction . .	\$104,234.00
Current operating exp.	42,256.00
Parking Auth. supple-	
mental appropriation	<u>900.00</u>
	<u>147,390.00</u>

Net Income..... 34,993.66

In addition, the amount of \$534,450.07 allotted to the Off-Street Parking Fund from surplus parking meter revenues from January 1, 1959, through June 30, 1960.

The financial magnitude of San Francisco's present municipal parking program is shown in the following record of gross income to the City and County for the fiscal year July 1, 1959, to June 30, 1960, from revenues, rents and taxes from the combined City-owned parking facilities:

12,000 parking meters . . . . .	\$1,401,912
9 parking lots and garages* . . . . .	289,347
1 special events parking (Candle-	
stick Park) . . . . .	186,488
TOTAL . . . . .	<u>\$1,877,747</u>

\* Revenue from non-profit operations of 5th & Mission and Civic Center not included.



Parking Authority (continued)

It is the opinion of this Committee that the Parking Authority has increased in stature and accomplishments this year, as in each preceding year, and that public and official support should be expanded in keeping with its program and requirements.

Further, in the interest of the expanding downtown parking program, it is recommended that, if not already done so, the recently adopted City Planning Code be amended to again permit the construction of parking facilities of the same kind as the Fifth and Mission, Sutter-Stockton and Downtown Center garages, which is not possible under the limitations therein originally imposed.

In closing we wish to thank General Manager Vining T. Fisher for his cooperation throughout the year. The Parking Authority is fortunate in having such a competent person as its manager.

ABRAHAM B. JOHNSON, JR., Chairman

PHILLIP N. GALLAGHER

CHARLES A. LUNDY



## CONTROLLER

One of the major responsibilities of the Controller is to safeguard the money budgeted in the various appropriations in accordance with the plan approved by the Mayor and the Board of Supervisors in passing on the official requests for funds, both in the original budget estimates and in supplemental appropriation requests as filed by all departments of the City government. The budget for fiscal year 1959-1960, as well as the budgets for all fiscal years since the adoption of the present charter, which became effective January 8, 1932, has been balanced on a cash basis.

The management of the City's bonded debt also falls within the scope of the Controller, who has full financial control of redemption of maturing bonds, interest payments due on all outstanding bond issues, and meeting all requirements for the sale of bonds as needed to meet the requirements of the departments concerned in completing authorized projects.

During 1959-1960, one bond sale was held on January 11, 1960 in the amount of \$13,600,000 which bonds were awarded at favorable interest rates at the time ranging from 3.416% to 3.497%. Bonds outstanding as of June 30, 1960 totalled \$223,760,000. This amount included bonds in the amount of \$42,682,000 for water supply, storage or distribution purposes which are excluded from the debt limit by Charter Section 104, leaving a balance of \$181,078,000 subject to the debt limit. The bond debt as of June 30, 1960 (12% of the 1959-1960 Assessment Roll of \$2,014,734,779) amounted to \$241,768,173. Bonds authorized but unsold at June 30, 1960 (all subject to the 12% debt limit) amounted to \$62,775,000.

In the execution of his duties, the Controller, as required by Charter Section 66, performs various audits involving numerous City departments. Copies of the resultant audit reports are sent to the Grand Jury for its information and consideration in its deliberations.

The office of Controller is without doubt one of the most important in the City Government, and we wish to commend Mr. Harry D. Ross and his staff for the splendid job they are doing. We found Mr. Ross and his staff most helpful and cooperative at all times in furnishing information and answering any questions by the committee.

The unique voluntary plan previously established by employees of the Controller's office for a progressive orientation program continued and expanded during 1959-1960. On their own time, interested members of the staff, with the counsel of senior members, have explored various phases of governmental activity with particular emphasis on the Controller's responsibilities and related duties. As a result, detailed reports have been prepared by the members for distribution to other members of the group as well as the Civil Service Commission, City Attorney, Board of





Controller (Continued)

Supervisors, and Grand Jury. Copies are also available for inspection at the main branch of the Public Library. Supplementing this program, several City and County department heads have addressed the group, describing in general their departmental activities. It is felt that this orientation program will prove beneficial in producing better informed employees and more efficient operations, and will also bring forth constructive suggestions.

FERD H. LACHMAN, Chairman

CHARLES A. LUNDY

JOSEPH P. MAZZOLA



# BRIF

After reviewing Grand Jury Committee reports on the Sheriff's Department for the past ten years your Committee concluded that we will direct the greater part of our attention toward the goals of is custodial service in our community rather than a statistical cording of services rendered. With this purpose in mind, the Com-tee, with several other members of the Grand Jury, visited all ur branches of the County Jail, as well as the Civil Department the City Hall.

At the outset it should be observed that all facilities geared to be well managed and kept in clean and sanitary condition.

The following statistics are, in our opinion, sufficient for is report. They provide a basis for comparison of the current in past case loads:

## NUMBER OF PERSONS COMMITTED TO THE COUNTY JAIL FOR SPECIFIED OFFENSES

	1950-51	1951-52	1952-53	1953-54
Long	1,111	1,111	1,272	1,569
Level	1,111	1,111	1,111	1,111
Admissioners	1,111	1,111	1,111	1,111
	1,111	1,111	1,111	1,111
verage Daily	1,111	1,111	1,111	1,111
Disorders	1,111	1,111	1,111	1,111

The above table shows that there has been an increase in the number of persons committed to the County Jail, although average daily population has decreased. A general picture of the situation is in County Jail, which has increased a considerable number of inmates, while the number of persons committed to the County Jail has decreased.

Your Committee directed its attention to the question of the total commitment of the County Jail, which is a very important factor in the management of the County Jail. We were impressed by the situation and the need for a more efficient system of management. We were also impressed by the need for a more efficient system of management. We were also impressed by the need for a more efficient system of management.

In a special report of the County Jail, dated June 1, 1960, the County Jail reported that the County Jail had received assistance, including equipment, and the County Jail had received assistance, including equipment, and the County Jail had received assistance, including equipment.



Sheriff (Continued)

This program, carried out at the San Bruno jail, is subsidized by the Division of Alcoholic Rehabilitation of the California State Department of Public Health.

While this program is undoubtedly serving a very useful purpose, investigation on the part of your Committee indicates that a much closer working relationship should be developed between the individual Medical and Professional psychiatric workers implementing the program and the various voluntary organizations servicing the same group of people. We refer most specifically to Alcoholics Anonymous. We know that the Sheriff and his staff are exerting most satisfactory efforts insofar as they are able and we realize that the liaison must be developed between the Medical and voluntary groups. We recommend that the Mayor's Committee on Alcoholism use its good offices to facilitate the development of this most desirable relationship.

The Civil Department continues to service an increased work load, with more than 35,000 legal processes and writs received for service and execution annually. The Sheriff and his staff have constantly worked to improve the service of this important function, to the benefit of attorneys, litigants and the general public.

The entire departmental operation appears to be economical, progressive and efficient and it is the opinion of our Committee that much has been accomplished in the field of developing an awareness of the rehabilitation services available to each inmate. The comparatively transient character of the population restricts the effectiveness of the rehabilitation program, but points up the need for follow-up action of a much more aggressive nature by developing liaison with outside agencies.

We feel that Sheriff Matthew Carberry and his staff have accomplished much in changing over from the concept of punishment to rehabilitation. They are deserving of high compliment for doing an excellent housekeeping and custodial job, and in our opinion it is more important that recognition and complete cooperation be forthcoming for their efforts toward rehabilitation and the return of their charges to their proper places in our society.

PHILLIP GALLAGHER, Chairman

MAX SHERMAN

WALTER SANDFORD



## PUBLIC UTILITIES

### Foreword.

This Committee spent considerable time in looking over the properties and studying the operations of the four departments comprising the Public Utilities Department.

It is gratifying to the Committee to report that the Airport, Water Department, and Hetch Hetchy all are going concerns. In each case revenues are more than sufficient to meet expenses, bond interest and redemption, and to provide for betterments, leaving surpluses for carry-over into the next fiscal year. This is good. It should be a source of satisfaction to San Franciscans to know that these three departments are doing well.

The Municipal Railway required a substantial tax subsidy to carry it through the last fiscal year. This is normal procedure, and must not be taken as a reflection on the Railway's management. If city-wide transit is to be maintained as a public service, there is no escaping a tax subsidy. Support of public transit by this means is not peculiar to San Francisco; it is an accepted practice applying to systems elsewhere.

Concerning operating surpluses, there are those in government who would take over these surplusses to reduce taxes. The Committee does not agree with this policy. It believes it is better to follow recognized business practice and allow these surplusses to remain in the respective departments to finance improvements that may be necessary.

The Committee wishes to acknowledge with thanks the cooperation it received from the Public Utilities Commission and from Robert C. Kirkwood, Manager of Utilities, who made available to the Committee every opportunity to study the manifold operations of this important branch of our city government.

A word of appreciation is extended to William Simons, Director of the Bureau of Public Service, who, in his liaison role, was of invaluable assistance to the Committee in its task.

The reports of the individual divisions follow in some detail.

### AIRPORT

The most dynamic operation of the Utilities group is the city's International Airport, where events move so rapidly that, as one Airport official remarked, management is hard pressed to keep abreast of current progress, let alone plan for the months and years ahead. Certainly the Airport has come a long way since it was dedicated in 1927. The faltering steps of those days have become firm with the passing of years, and now the City can take legitimate pride in its ownership of the fifth ranking major airport in the United States.





## Public Utilities      (Airport - continued)

There is no need to dwell on the picture that presents itself as one visits the Airport today. The imposing Terminal Building, which opened on September 1, 1954, is familiar to all. Surely there is not a person who has not experienced the thrill of listening to the public address system announcing the arrival and departure of planes from and to far away places, and who has not enjoyed watching the activity that goes on 24 hours a day every day of the year.

The Airport has sustained an amazing growth. Six years ago, when the Terminal opened, the annual passenger traffic was just under three million. At the close of the fiscal year 1959-60 this traffic had increased to five million. To point out that this rate of growth is not static, the number of "in and out" passengers using the Terminal in the month of September, 1960 was 461,000 as compared to 430,000 for the same month in 1959. It is predicted that by 1970 the annual passenger volume will reach eight and one-half million.

To ease the handling of the existing heavy load and anticipating future needs, preliminary plans have been approved for a new South Terminal, to be located southwest of the present building, curving around the perimeter of the area traversed by the approach roads. It will accommodate as many patrons as now use the present Terminal, which, of course, will remain to serve those using the airlines that will not move into the new building. Tenants scheduled to occupy space in the South Terminal are American Airlines, B.O.A.C., Japan Air Lines, Lufthansa, Qantas, Pan American, and T.W.A. Thus space will become available in the present Terminal for new carriers which it is expected will serve San Francisco in the near future, and will provide room for expanded facilities for the airlines remaining there.

South Terminal will be an entity unto itself, containing everything for the comfort and convenience of the public who will use it. Funds from the 1956 bond issue are earmarked for this project. Construction is to start in late 1961, with completion set for early 1963.

Financially the Airport is doing nicely. Its revenues from all sources for the fiscal year 1959-60 totalled \$5,500,000, which covered operating expenses, bond interest and redemption, and betterments, and the year ended with a surplus of over \$1,000,000 as a carry-over into the fiscal year 1960-61. Flight operations accounted for \$1,148,000 of income, and the meter and parking concession's contribution was \$750,000. This, the City's share of the parking fees, attests to the volume of business done in the parking lots.

Matching the growth in passenger traffic is the expansion of air freight and express. When the present Terminal opened in the fiscal year 1954-55, the freight-express volume was 57 million pounds. During 1959-60 this burgeoned to 112 million pounds. This aspect of Airport operations has developed to such a great extent that the City built and dedicated a new cargo terminal, designed



## Public Utilities (Airport - continued)

solely to accommodate the movement of air freight and express. As a long range project, the Airport management envisions a "Cargo City" to concentrate this phase of operations away from the passenger terminal area.

The Committee gave considerable study to the criticisms directed toward the automobile parking situation, which, admittedly, is at times less than adequate. This is a condition resulting from the growth of the Airport itself. Airport management is deeply concerned with this problem and hopefully is seeking a permanent solution. Meanwhile, as a stop-gap, provision has been made for an additional surface parking area to be available before the end of this year. This will be helpful.

Preliminary plans for the South Terminal show a multi-level parking garage adjacent to it, with access through a sub-surface pedestrian tunnel. This is in keeping with long range expectations to convert the existing parking area into a four-level garage to handle about 8,000 cars by 1970.

It is the opinion of this Committee that convenient and adequate parking space is of utmost importance to the traveler as well as to the visitor. With the expected growth of business by the time the South Terminal is completed, the parking situation will have become greatly aggravated unless steps are taken now to find a remedy. The Committee believes it would be unthinkable to proceed with the South Terminal without providing for the substantial increase in parking facilities that most certainly will be required.

Unfortunately there are no funds available to construct the garage, but this is not an insurmountable obstacle. The City has cooperated with non-profit corporations to build garages elsewhere, so why not at the Airport?

The parking lot concession does not expire until 1964. The concessionaire has rights that cannot be ignored. However, in the interest of properly serving the patrons of the Airport, it is reasonable to suppose that a mutually agreeable understanding could be worked out with the concessionaire whereby, under an equitable arrangement, the construction of the garage might be expedited.

The Committee recommends to the Public Utilities Commission that it give serious consideration to the foregoing suggestions with respect to the parking problem. Its feelings are strong that the construction of the garage should be coordinated with that of the South Terminal so that when the latter is ready for service, those who will use it will find ample closein parking space available to them.

It is pleasing to note that the airlines have undertaken capital improvements at their own expense to facilitate the handling of their passenger and freight business. For instance, both United and American Air Lines have pioneered in the employment of



## Public Utilities (Airport - continued)

movable corridors to connect their departure gates with the passenger sections of their planes. New and improved methods of delivering baggage have been installed to serve arriving passengers with a minimum of delay.

The City has made many improvements in the Terminal Building, such as the escalator from ground level to the lobby, enlarged rest rooms, refurbished concourses, and increased counter space to accommodate the growing passenger business. Out on the field, runways are being lengthened and taxiways widened and repaved.

As this report is written, Airport management is faced with the new problem of jet noise. Our neighboring cities to the south - San Bruno, South San Francisco, Millbrae and Burlingame - are concerned because their residents are complaining about the noise from jet liners taking off. This is especially true as it applies to residential properties bordering the Airport.

The problem is not necessarily a local one. All major airports are confronted with similar situations. But the jet age has come upon us so rapidly that corrective measures are still in the study stage. The Public Utilities Commission has met with representatives of these communities and has assured them steps will be taken to do everything possible to abate the annoyance. The airlines have been cooperative in transferring some of their jet training flights elsewhere, and the Air Force is expected to permit the use of its San Joaquin Valley fields for this purpose. As its contribution, the City is planning to construct a concrete baffle wall a thousand feet in length bordering the Freeway so as to protect that portion of Millbrae which lies close to the heavily used take-off runway. This Committee is pleased that remedial measures are being taken. It commends the Public Utilities Commission and those who are cooperating with it for their sympathetic approach to a vexing problem.

In the course of its study of Airport operations, the Committee came upon information that many European airports obtain revenue by levying a tax on outgoing passengers. This tax varies in amounts up to several dollars and is collected by the airlines for the account of the airport. Since the tax is a standard procedure, it is accepted without question. Whether this has an application locally is difficult to say. There are so many facets to an idea of this sort that the Committee feels it would be premature to take a positive stand either for or against it. The matter would have to be very carefully investigated, presumably by the Public Utilities Commission, and its many aspects thoughtfully weighed to determine its feasibility before committing the City or the Airport to adopt such an innovation.

San Francisco is most fortunate in having Mr. Belford Brown as its Airport Manager. Mr. Brown, with many years of experience in banking and finance, has demonstrated his ability in many ways. Through his sagacity he has succeeded in promoting the Airport to



## Public Utilities (Airport - continued)

its present place of prominence among the major airports of the nation. By the exercise of his business acumen, he has brought about consistently increasing annual revenues considerably in excess of operating and other costs. His relationships with the airlines using the Airport have been those of mutual regard and understanding, and this rapport has resulted in a schedule of space rentals agreeable to them and of great benefit to the finances of the Airport. This predicates a continuing era of good will as the Airport expands its operations. Likewise his relationship with the concessionaires has been harmonious, fruitful of good to them, and to the Airport. This Committee wishes to commend Mr. Brown for the excellent manner in which he has conducted this huge enterprise, and for the success that has resulted from his efforts and those of his capable staff.

The Committee's thanks are extended to Mr. Brown, to Harold Messersmith, and to all at the Airport whose aid and hospitality helped make the tour of inspection a memorable event.

## HETCH HETCHY

Any attempt by laymen to report on a project as vast as our Hetch Hetchy water supply and power development must fall far short of presenting a full and complete picture of so complex a structure. As to its technical and engineering aspects, there is little the Committee can say. All it will try to accomplish in this report is to tell of what was seen on the trip of inspection, with a few comments thereon.

It would be more in order to discuss the Hetch Hetchy of the future, what plans are in the making and what benefits will accrue therefrom, than to devote this report to any lengthy treatise on the Hetch Hetchy of the present. It is on this basis that the Committee herewith presents its views and comments on this gigantic facility that stands as a monument to the foresight of those whose initial steps so long ago secured these mountain watersheds for our people, and to those whose engineering skills converted the hopes and dreams of those pioneers into the magnificent plant that is ours today.

The members of the Committee, in company with other Grand Jurors, and under the guidance of Hetch Hetchy officials, were given a comprehensive tour of the entire system. En route from San Francisco, stops were made at Millbrae and Sunol.

The Water Purification Division of the Water Department is located at Millbrae. Here the party was briefed on the City's water supply in some detail by James H. Turner and Oral Moore. Sunol is the headquarters of the Water Department's Agricultural Division as well as the department's properties and operations in southern Alameda County. This includes maintenance of the San Joaquin Valley pipe lines and the Coast Range tunnels.





## Public Utilities (Hetch Hetchy - continued)

The City owns considerable acreage in this section of Alameda County which produces revenue for the Water Department from orchards, groves and grazing land. To further implement this revenue, plans are under consideration to convert a large parcel of land near Pleasanton into an industrial park which, when leased, will bring in revenue far in excess of that accruing from the property now devoted to agriculture. This promotion is within the jurisdiction of the Water Department and not Hetch Hetchy.

Proceeding into the mountains, time out was taken for a stop at Moccasin Power House, located at the foot of Priest Grade not far from the town of Groveland. This was the first Hetch Hetchy major power development, and it was completed in 1925. When work on Hetch Hetchy was commenced, a small plant was installed at Early Intake to supply power for construction purposes. This plant is still in operation.

Moccasin's four generators are rated to produce 70,000 kilowatts of electrical energy, and they have been in continuous service ever since the plant went on the line. The turbines which turn the generators are propelled by water from Hetch Hetchy Reservoir which finds its way along the natural stream bed of the Tuolumne River for 12 miles to Early Intake, thence through an 18-mile tunnel to Priest Regulating Reservoir before dropping almost perpendicularly to the power house below. Just beyond Moccasin the water is recaptured for its long journey through the Sierra foothills, across the San Joaquin Valley, beneath the Coast Range and under the Bay to our faucets in San Francisco.

Hetch Hetchy Reservoir, aside from its utilitarian purpose, is a lake of great beauty in a setting unsurpassed in magnitude and grandeur. It is the more impressive when one realizes that it supplies us with 149 million gallons of water every day - about 89% of the Water Department's daily delivery of 168 million gallons. The capacity of the reservoir is over 117 billion gallons - an astronomical figure not easily grasped. This tremendous body of water is impounded behind O'Shaughnessy Dam, appropriately named after the eminent engineer from whose great mind evolved the engineering aspects of the whole Hetch Hetchy project.

The latest addition to our storage lakes in the Sierra is Lake Lloyd, named after Hetch Hetchy's Chief Engineer, Harry Lloyd. It is located on Cherry River about 6 miles northwest of Hetch Hetchy Reservoir and at an elevation of 4,700 feet, about 900 feet higher than the latter. It has a capacity of over 84 billion gallons impounded behind Cherry Dam. From Lake Lloyd the water is conveyed through a 6-mile tunnel to a point 2,400 feet above the new Cherry Power House, from where it is dropped in a single penstock to drive four of the generators. These will develop 135,000 kilowatts of power, almost twice the capacity of Moccasin's four generators.



## Public Utilities (Hetch Hetchy - continued)

At the time of our inspection, Cherry Power House was nearing completion and was still in the hands of the contractors. Nevertheless one of its generators was in operation delivering its quota of power into the City's transmission lines. It should be noted here that San Francisco produces power sufficient for its own municipal needs and is committed to furnish power to certain large industrial users along the route of its transmission lines. When these commitments call for power beyond our ability to supply, due to dry years, etc., the City must purchase enough power to make up any deficit. When Cherry Power House becomes fully operational, and with normal runoff from the watersheds, the need to purchase outside power will no longer exist, and this will result in a saving to the City of an estimated \$200,000 a month.

It may be of interest to mention that whereas Moccasin Power House is a manually controlled operation, the new Cherry facility will be electronically and remotely controlled from Moccasin. Figuratively speaking, this means that when Cherry is operational and on the line, the doors can be closed and its sensitive controlling devices observed and governed from a control panel many miles away.

Lake Eleanor, a comparatively small reservoir (less than 9 billion gallons) is located on Eleanor Creek about a mile distant from Lake Lloyd. It was constructed to impound the water necessary for the operation of the small power house at Early Intake during the initial construction period. The runoff from the Eleanor watershed can be diverted to Lake Lloyd through a tunnel connecting the two.

As was said at the outset of this report, it is beyond the qualifications of a committee of lay persons to discuss, comment on and evaluate the technical aspects of a project the size and extent of our Hetch Hetchy System. About all the Committee can say is that from its observations, San Francisco's mountain plant is one of which our City has every right to be proud.

The headquarters building and adjacent structures at Moccasin are in a park-like setting, most pleasing to the eye; the property giving every evidence of being adequately cared for. The power house itself is spotless, and its four generators, despite their long years of service, are performing consistently. Eventually, with the ravages of time, these generators will have to be replaced. When that day comes, considering the technological advances made in the last 35 years, it may be assumed that whatever replacement equipment will be installed there will be so much more efficient as to greatly increase the capacity of this unit.

Cherry Power House is cathedral-like in its high vaulted ceiling and spacious interior. The pleasantly tinted color scheme adds warmth to a highly efficient and functional plant. The two vertical generators are so located in the building as to be readily accessible. A spare turbine wheel is on hand for an emergency.



## Public Utilities (Hetch Hetchy continued)

There is an overhead crane and a portable platform on rails to facilitate the handling and moving of the heavy segments of the generators and turbines.

As the Committee looked upon San Francisco's huge investment to guarantee unto itself an unfailing source of water for its people, it was struck with the thought that so few of its citizens will ever view these far-reaching works of man's great skill and ingenuity. Except for Moccasin Power House and Hetch Hetchy Reservoir, the major installations are not conveniently situated. The roads leading to them were built to haul construction materials, and they are somewhat off the beaten paths of normal travel. Were it possible for our people to view the magnitude and extent of our operations in the high Sierra, they would indeed be proud of their city in its ownership of such an undertaking.

With regard to the Hetch Hetchy of the future, it must be kept in mind that under the Raker Act, San Francisco is obligated to develop the resources of the Tuolumne River watershed looking toward an ultimate diversion of 400 million gallons a day for domestic use, with its by-product of electric energy to help pay the costs. In line with this, the next step to be taken is the construction of what is known as the Canyon Project. This will involve a pressure tunnel eleven miles in length which will carry the water now flowing from Hetch Hetchy Reservoir to a point above Early Intake, from where it will drop nearly 1,400 feet to a new power house to be built there. This will generate about 67,000 kilowatts of energy. Funds for this are available.

Concerning power generation, we were informed by Chief Engineer Harry Lloyd that there is a market waiting for all the power our system is capable of producing. This was reassuring news.

As a long range program, and in cooperation with the Turlock and Modesto Irrigation Districts and the Corps of Army Engineers, the City is planning to assume a share in the enlargement of the Irrigation Districts' existing Don Pedro Reservoir, located downstream from Moccasin. By way of explanation, the Irrigation Districts have prior rights to the normal flow of the Tuolumne River. San Francisco's rights apply only to the flood flow. The Districts completed their reservoir in 1922. With increasing demands for water for irrigation they run short in dry years, despite the conservation of their allotment of Tuolumne waters in their reservoir, which, when it was built, was one of the largest in California.

While San Francisco certainly does not face a water shortage, nevertheless for lack of additional storage area it must, during dry years (such as we are experiencing as this report goes to press) curtail power production by retaining in our mountain reservoirs the water it requires for domestic use. Thus, by gaining greatly enlarged storage facilities downstream, the City can take full advantage of its power potential, secure in the knowledge that the water so utilized will remain impounded in the new Don Pedro Reservoir, to be withdrawn as needed.



## Public Utilities (Hetch Hetchy, continued)

Our engineers estimate that in order to insure an ultimate supply of 400 million gallons of water a day, a total of 1,400,000 acre feet of storage must be provided. Presently our combined mountain reservoir capacity is about 650,000 acre feet.

The Army Corps of Engineers' interest in the Tuolumne is one of flood control. To this end they had in mind building a reservoir of their own near Jacksonville. Since all four of these users have a vital interest in the waters of the Tuolumne, and rather than seek their respective ends through a duplication of effort, an agreement was reached whereby the existing Don Pedro Reservoir will be enlarged to a capacity about four times that of the existing reservoir by the construction of a new dam, 500 feet high, about half a mile downstream from the present dam. This will:

- (a) provide ample storage capacity for each of the two Irrigation Districts;
- (b) provide additional storage capacity for the City;
- (c) provide flood control for the Army Engineers, on the understanding that such waters when not required for flood control will be available, 50% to the Districts and 50% to the City.

For an investment of an estimated \$40,000,000 as its share in the development, the City will be allotted 570,000 acre feet of storage. This, plus 170,000 acre feet representing 50% of the flood control storage, totals 740,000 acre feet of additional storage capacity. Added to our present reservoir capacity of 650,000 acre feet, we arrive at the goal sought by our engineers as our ultimate requirement.

In passing, it might be mentioned that this cooperative agreement between the Districts, the Corps of Engineers and the City is unique. All have joined together for the common good, and their respective objectives will be realized at reduced costs to all. This kind of cooperation resulted in the construction of Lake Lloyd. As a flood control measure, the Federal government contributed \$9,000,000 toward the \$13,000,000 cost of Cherry Dam.

In connection with the projected additions to Hetch Hetchy, it would seem right to bring out a serious situation with which the system must contend in the matter of engineering personnel. Within this group are engineers who have lived with Hetch Hetchy since its earliest days. It is these men who had the vision to plan its salient features which in time became actualities. However, in many instances compulsory retirement has taken them from their drawing boards and from their jobs in the field, to such an extent that in the development of the later stages of planning and construction, the City has had to get assistance from private engineering concerns who have experienced personnel capable of meeting and solving the engineering problems at hand.





## Public Utilities (Hetch Hetchy continued)

It is the opinion of this Committee that some means ought to be devised to retain in city service engineering personnel whose knowledge of Hetch Hetchy in all its complex ramifications represents an asset to San Francisco that cannot be measured in dollars and cents. It appears senseless that these men are forced to retire, taking with them the experience and know-how gained through years of working on Hetch Hetchy in all its phases. Theirs is a specialized knowledge that cannot be acquired in months or even years of routine work. It comes only with a lifetime of close association with the job, in planning and overcoming the many engineering obstacles that arise during the building of such a huge undertaking.

In offering this suggestion the Committee is aware it will be accused of fostering the idea that these men are indispensable. That is not so. The Committee feels that to cut these individuals off the payroll just because they have reached a stated age is unsound from an economical point of view, regardless of any argument that may be put forth in opposition. The personnel situation is likely to become more critical as further Hetch Hetchy projects emerge from the thinking to the planning stage and into construction. Men who are able and who have given their best years to the project as a whole are, in fact, a part of it. To cast them adrift at a time when their intimate knowledge would be of infinite worth to the City is unsound.

The Committee cannot come up with a definite answer to the problem. It is suggested that the City explore the idea of keeping them on a contractual or part-time basis. Surely there must be a solution whereby San Francisco can retain the services of these men whose competence is beyond question and whose knowledge and experience in bringing the whole Hetch Hetchy System along to its present high point of efficiency should remain at the disposal of our city just so long as that knowledge and experience will further the work at hand and enhance the overall value of our investment in the Hetch Hetchy System.

The Committee cannot allow this opportunity to slip by without making reference to the recurring annoyances occasioned by individuals and groups who, from time to time, are found sniping and taking "pot shots" at the City whenever it deems it necessary to institute major improvements in the mountains. The Committee realizes that these objectors are well-intentioned and that they are intensely interested in preserving the natural beauty of our mountains. It is feared they do not give sufficient consideration to the fact that the resources available in those mountains should not be permitted to go to waste, and that the federal government recognized this principle when, under the terms of the Baker Act, it granted us certain rights and privileges in Yosemite National Park and Stanislaus National Forest. Nevertheless they persist in challenging those rights forcing the City to devote much time and energy in appearances before the Department of the Interior to



## Public Utilities (Hetch Hetchy continued)

answer and to refute the challenges. The latest attack concerns the routing of the proposed Canyon Tunnel. Hetch Hetchy officials were required to spend many hours at hearings to attack the allegations brought against the city by those nature lovers of good intent who would nullify our rights, long since granted. It may be weeks before the hearing officer comes up with his decision. Meanwhile construction cannot go forward and the delay in getting the Canyon project under way may have set the job back a year.

Certainly all those who were opposed to the Raker Act had their day in court when this matter was before the Congress in 1913. That was the proper time to voice objections, not at this late date after San Francisco has invested \$275,000,000 in carrying out its agreements under the Act.

Perhaps the Committee is being unfair in asserting that these good folk would like nothing better than to force us to open all the gate valves in O'Shaughnessy Dam to return Hetch Hetchy Valley to its former appearance, without giving thought to the need of a million or more persons around the Bay whose only sure source of water lies behind that dam and in the adjacent watersheds.

It is to be hoped that the Committee's comments on this subject will cause those who have provoked us in the past to see the error of their ways and cease to impede this city's progress toward the ultimate fulfillment of its obligations under the Raker Act.

Another problem facing the Hetch Hetchy operation concerns Tuolumne County's insistence on assessing San Francisco's possessory rights to its water and power production. Last year the city paid a tax of about \$50,000. This year the county's assessment was such as to create a tax liability of approximately \$300,000. The city appealed the levy before the State Board of Equalization. The Board reviewed the case and revised the assessment downward so as to reduce the tax to \$75,000. Neither the city nor the county was satisfied with this ruling. As this report goes to press, it appears that the \$300,000 will be paid under protest and that the controversy will be taken to court for adjudication.

Aside from the fact that Tuolumne County's pursuance of its program of annually increasing the assessment on our water and power rights is not consistent with a good neighbor policy, it remains that San Francisco, at considerable cost in effort, time and money, is now forced to defend its position (which it believes to be sound) so as to forestall what could result in a serious financial drain on the Hetch Hetchy system.

Again the Committee wishes to say it would be wonderful were it possible for every citizen of San Francisco to journey into the Sierras for a firsthand look at what our city has done since it started this development nearly fifty years ago. They would be profoundly impressed with the magnitude of the operation just as



## Public Utilities (Hetch Hetchy continued)

were the members of this Committee. The Committee has high praise for all those of the Hetch Hetchy staff who have, through their imagination, skills, daring and perseverance, brought into being an achievement that completely beggars description.

The Committee extends thanks to Robert C. Kirkwood, Manager of Utilities; to Harry E. Lloyd, General Manager and Chief Engineer of the Hetch Hetchy System; to James H. Turner, General Manager and Chief Engineer of the Water Department; to Oral Moore, Construction Engineer, Hetch Hetchy System; to William Simons, Director, Bureau of Public Service, and to all the personnel of Hetch Hetchy who in any way were helpful in guiding the Committee to the lofty pinnacles of the high Sierra where, cradled in granite fastness, the beneficence of Nature and the skills of Man are brought together in bonds of concrete and steel for the lasting welfare of the people of our great city.

## WATER DEPARTMENT

Prior to the Committee's survey of the properties of the city's Public Utilities, it had heard it said that the Water Department is the least glamorous of the utilities. Certainly the other three are in a position to offer to the observant person an outward display of substance, even elegance. Not so the Water Department, because a major portion of its physical assets are below ground and out of sight. Nonetheless, after the Committee's all-too-brief excursion into its realm, it became convinced the department is not without its own particular appeal and as the Committee delved into its operations it came to know the vital part the department plays in the life of our city.

In the company of James H. Turner, its General Manager and Chief Engineer, and Bill Simons of the Bureau of Public Service, the Committee took a close look at the workings of the department, inspected some of its properties, and studied its functions.

It is the responsibility of the Water Department to distribute the water obtained from the Hetch Hetchy System and from its own sources in Alameda and San Mateo Counties. The Crystal Springs Reservoir in San Mateo County serves as the receiving basin for water from all principal sources, from which point it is delivered into the city through a network of large supply mains. Consumers in Alameda, Santa Clara and San Mateo Counties are served from the mains leading into and up the peninsula. The water from Crystal Springs, as well as from other reservoirs adjacent thereto in San Mateo County, flows into the city's storage reservoirs by gravity, except in the case where these storage reservoirs are at high elevations. Water is lifted into these with the aid of pumps located in a modern plant on Lake Merced. The average consumer of water gives little or no thought to the extremely complex system



## Public Utilities (Water Department continued)

that stands ready to serve him when, by the turn of a faucet, he obtains water in unstinted abundance. He neither sees nor can he possibly conceive of the extraordinary network of pipes and mains that lead away from his residence or place of business back through a myriad of gate valves and other controlling devices to the reservoir from which his immediate neighborhood is supplied. Nor does the network of mains end there. All the reservoirs within the city are linked together by a grid of mains and extending out from this grid and the local reservoirs are the pipelines that bring water to him from its source many miles distant from his faucet.

The Committee viewed some of the surface properties of the department and learned how they fit into its operation. It visited some of the larger storage reservoirs in the city - - - Summit Reservoir atop Twin Peaks; Sutro Reservoir on Clarendon Avenue; the high Sunset Reservoir lately completed to its full capacity of 176 million gallons; and College Hill Reservoir, the oldest in the city which recently underwent a major overhaul. These are but a few of the reservoirs and tanks within the city limits, all located strategically so as to give a fairly uniform distribution of water to all sections of San Francisco regardless of terrain. Water storage within the city is sufficient to provide a supply for about four days.

A unique method of keeping a positive check on the water in the reservoirs is an electric device installed at the Lake Merced Pumping Station. It is an indicator connected by wire circuits to automatic measuring appliances at the reservoirs. By turning a selector switch in the same manner as one would choose a program on a radio or T.V. receiver, the extent of drop in water level in any one of these storage facilities can be ascertained instantly. When the Committee observed this device in operation, it seemed uncanny that it was reading the water level of a reservoir located at a distant point.

It should be of interest to note that Lake Merced itself is a source of water but the upwards of two billion gallons would be used only in a grave emergency. The pumping station on its shore can draft from the Lake and deliver its water into the system at a moment's notice. The Lake, fed by underground springs, was in its day an integral part of our domestic supply. Now that it is devoted to recreational purposes, it remains as a standby source in case of need. It should be added here that the Water Department management is concerned for the future of this large body of water because of the intrusion of a heavy marine growth which, unless removed periodically, eventually will take over and minimize the value of the Lake as an emergency source.









## Public Utilities (Water Department continued)

year attack, the quality of our water has so improved that it now meets federal and state agency standards.

The department, through its own laboratory, constantly checks its water with samples taken from faucets, hydrants, mains, reservoirs - in fact from every possible source, to the number of about a thousand samples a month. In this way the department keeps fully informed as to the quality of the water. Thus its users have every assurance they are being served with the best.

The Committee was told that the department is constantly replacing old, small mains with new ones of larger size to adequately serve domestic and industrial needs, as well as to provide good fire protection. The department's long-range planning was explained. In this regard the department's careful analysis of the water requirements of the area it serves has been projected to the year 1980. If this seems far in advance, it must be kept in mind that, in the light of capital needs to carry out this long-range thinking, it does make sense. If our city and its environs are to grow in the years ahead, water will be essential to that growth, and we must be prepared financially as well as from an engineering and construction point of view to meet the expansion.

The Committee discussed the South Bay Aqueduct now being constructed by the State to deliver water into areas of Alameda and Santa Clara Counties already served by us, and wherein lies further potential water business. The aqueduct is destined to become part of the Feather River Project, but initially water will be diverted from the Delta-Mendota Canal, which is primarily an irrigation facility. Whether the State will be in a position to sell its water cheaper than we and thus become a competitor is for the future to decide. Our Water Department officials are firm in the conviction that it cannot. Qualitywise, ours should be vastly superior. San Francisco is obligated under the Raker Act to develop Hetch Hetchy to its fullest extent. To this end we must find more and more customers for our water, always keeping in mind that the city's requirements are paramount. Faced with possible competition from the State, the department is now in the process of signing up on long term contracts, first our peninsula users, and later those in and around Alameda and Santa Clara Counties. To the extent this operation is successful will determine what steps may be undertaken to finance the further expansion and improvement of the system so as to utilize its ultimate potential.

The Committee visited portions of the peninsula watershed in the Crystal Springs-San Andreas Reservoirs area. In recent years the department has been approached with propositions to develop portions of this immense acreage for recreational purposes. Up to now it has taken a firm stand against such proposals. However, the Public Utilities Commission, recognizing that this is a matter coming within the scope of the Mutual Problems Committee of the boards of supervisors of San Francisco and San Mateo counties,



## Public Utilities (Water Department continued)

has authorized a study to analyze suggestions from San Mateo County in this connection. The Commission is to be commended for its co-operative spirit.

In an earlier report to the Grand Jury, the Committee called attention to the deplorable condition of the department's pipe yard and shops on Bryant Street between 4th and 5th. The 54-year old facility was constructed immediately following the 1906 fire when the Spring Valley Water Company owned the system. The Committee saw for itself the disgraceful conditions existing there. The employees working in the yard have none of the ordinary comforts and conveniences which any employer is obliged to furnish. The buildings are firetraps of the worst order, endangering the lives of the employees and risking the loss of valuable equipment and material.

As a result of the Committee's prior recommendation, the Public Utilities Commission has initiated proceedings looking toward the purchase of property whereon the department will construct a new yard and shops. It is urged that this replacement program be expedited, and that whatever legislative or other courses the matter must follow to secure and to develop the property not be permitted to drag on endlessly.

The Committee feels that this report would not be complete without some mention of the unsung heroes of the department, the "trouble" crews who repair the breaks that occur in the mains and service pipes. These are the men who more often than not must work in trenches in water over the tops of their hip boots, in all kinds of weather and at all times of the day or night. We would be remiss were we to fail to recognize the important role that is theirs in the service of our city.

The Committee was very favorably impressed with the high standard of dedication that seems to guide all of the department's personnel. This is evident in the generally fine condition of its physical properties. For instance, Sunset and Merced Manor Reservoirs, in their parklike settings, enhance the beauty of their respective neighborhoods. All told, it strikes the Committee that the department is a well-knit organization, one completely alive to present problems and responsibilities, and fully aware of what the future will demand, and one whose competence is expressed in a smoothly-running operation. The Committee does not hesitate to say that under General Manager James H. Turner and his staff, the department is in very capable hands.

The Committee's thanks go to Mr. Turner and to those of his staff who contributed in any way to our knowledge of the department, among whom were George Burr, Assistant General Manager; John O'Marie, Superintendent of the Millbrae Division; and Harry Tracey, Manager of the Water Purification Division.



## Public Utilities (continued)

### MUNICIPAL RAILWAY

The Committee made a tour of the properties of the Municipal Railway under the guidance of Charles D. Miller, then its General Manager, and William Simons of the Bureau of Public Service, during which it was given a thorough insight into the Railway's operations.

Following visits to all the departments housed in its General Office Building at Presidio Avenue and Geary Boulevard, the inspection took the Committee afield to the coach yards, the cable powerhouse at Washington and Mason Streets, the 24th Street shops, the Geneva division headquarters and adjoining carhouse, and the Elkton shops at Ocean and Geneva Avenues. Throughout the tour and inspection the Committee was given every opportunity to observe and study the ramifications of this important segment of our Public Utilities, and as a result it is the Committee's opinion that the conduct of this utility is in good hands, that those responsible are making a sincere effort to serve our people so as to make available to them good transportation at a minimum of cost within the sometimes restrictive provisions of the Charter.

As the Committee views the scene, it appears to its members that the Railway is confronted with two major problems: passenger-personnel relations and high damage claim costs. These seem to be inherent in today's public transit business, and they may be difficult of solution. However, the Committee believes that a concerted attempt should be made to overcome them, as it shall discuss later in this report.

At the outset the Committee wants it known that while some of the properties of the system are old and sadly in need of replacement, nevertheless it found the housekeeping as a whole to be good. In old structures such as the Geneva division headquarters and the adjoining carhouse, which predate and still show the effects of the 1906 earthquake, and the nearby Elkton shops whose history goes back to 1908, it is not easy to maintain such premises in a "spit and polish" manner. Nonetheless, cleanliness and order were evident everywhere, despite the multiplicity of activities going on therein.

Let us first comment on the coach yards, of which there are four: Kirkland Yard near Fisherman's Wharf, the Presidio Avenue Yard, the 17th Street Yard and the Elkton Yard. All of the motor coach and trolley coach runs originate from these centers, depending upon the area of the City to be served. They are of the open-air type and the Committee found them to be orderly and well tended. With the exception of the Elkton Yard all have mechanical facilities for vacuum cleaning and washing the equipment daily as the coaches are returned from their runs. Motor coaches can be refueled and minor repairs can be made at all yards.

At the Elkton Yard, the City's largest, the extensive storage capacity and the layout of the yard itself do not lend themselves





## Public Utilities (Municipal Railway continued)

to the frequent cleaning of the coaches, as is the case elsewhere. From its observations at all yards, the Committee can say that the Railway's investment in coach rolling stock is diligently cared for and well maintained.

There may be some reason for criticism as to the surface appearance of the trolley cars. In all fairness to the Railway it must be reported that the Geneva carhouse, because of its antiquity, is not arranged as are the modern coach yards so that the equipment can be vacuum - cleaned and washed after each run. The streetcars have to be washed and cleaned by hand. This is an expensive process when it is understood that the Railway owns about 100 cars. Under the City's "Capital Improvement Program" proposed for the years through 1966, there is a provision for the reconstruction of the Geneva carhouse. When this takes place no doubt the site will be planned so as to install suitable cleaning racks for the cars similar to those in use for the coaches.

The Railway operates two major shops - one at 24th and Utah Streets and the other at Elkton. The 24th Street shop, comparatively new following a fire which destroyed what was originally a carhouse, was found to be clean, light, well equipped and offering excellent working conditions for the mechanics employed there. This shop was designed primarily for the bench overhaul of gasoline engines such as powered the system's coaches prior to the advent of the diesel coaches now in service. Since a considerable amount of overhaul work on diesels can be done without removing the engines from their coaches, the result is that a large section of this 24th Street shop is not now in use. Thought might be given to the utilization of the excellent, idle facilities of this shop by other City departments for the repair and overhaul of conventional motor equipment.

The Elkton shop is a very extensive operation. Here major overhauls and repairs are made on streetcars and coaches, and facilities are available for shop work of every kind. As in the case of the Geneva carhouse, the "Capital Improvement Program" contemplates the replacement of this old structure, which in fact is a group of connected buildings. This would seem to be a much needed improvement

As a result of the inspection of the two major shops, it is the Committee's opinion that within them the Railway has the tools and machinery to assure satisfactory production by the assigned personnel.

A few words should be said about the cable lines, and about the old cable powerhouse at Washington and Mason Streets. The building was reconstructed after the 1906 fire, using the original brick walls which survived. The mechanical equipment likewise is of ancient vintage, and yet despite its age it is amazing how well it performs. The mechanics on duty there accomplish miracles in keeping all this old equipment in running order. Despite its occasional failures, this archaic system still functions, and in effect stands as the Muni's contribution to the many great tourist attractions of our city. It is only through the initiative and inventiveness of the men whose job it is to keep the cables moving that the



## Public Utilities (Municipal Railway continued)

cable cars still climb our hills.

Subsequent to the Committee's inspection of the Railway, its members had occasion to view the operation of the service to Candlestick Park. This service has been very favorably received by its patrons. We found the terminal arrangements at the Park to be convenient and adequate, and the passengers move from and into the coaches with dispatch. The admitted success of the operation speaks well for the planning that went into the project during the months that preceded the opening day, and is a credit to those responsible for it.

In an earlier report to the Grand Jury the Committee reviewed at length the type of service inaugurated by the Railway to serve Candlestick Park. Particular attention was given to the express routes. In the review the Committee pointed out that the express lines were instituted and operated solely to accommodate the public going to the ball games, and, in the language of that report, it was termed a "specialized service." It was a known fact that the City was losing money on the Candlestick operation. This prompted the Committee to support the idea of a 25¢ fare to Candlestick Park on the express routes only, with transfer privileges. Upon publication of the report, the Public Utilities Commission took immediate action, voting for a 30¢ express fare. In due course the Board of Supervisors confirmed the Commission's decision. The higher fare will go into effect in 1961. Barring unforeseen eventualities, the increased revenue should place the service to Candlestick on a paying basis.

Earlier in this report the Committee referred to two major problems confronting the Railway at this time. One concerns passenger-personnel relations. This may be considered a touchy subject, but since the operating personnel occupies an important role in the relationship of the Railway with its patrons, it cannot be ignored. The Committee wants it clearly understood that what follows is not intended to cast aspersions on the whole of the operating force, any more than comments critical of our fellow citizens who ride the Railway's vehicles apply to the populace in general.

The operating employees of the system are the ones who come in contact with the public - the customers of the Railway - and their approach toward the riders and the impression they leave with them can create good will for the Muni, or, by an ill-tempered word or thoughtless act, engender an atmosphere of hostility that could harbor little good for anyone. In defense of the Railway, let it be said that initially everything possible is done to screen applicants for platform jobs so as to secure those best qualified, both physically and temperamentally. New operators are given a 17-day course of training under the able supervision of Paul J. Fanning, Director of the Bureau of Personnel and Safety, before they are sent out on the road on their own. Thereafter they are carefully observed to discover any latent faults or weaknesses.



## Public Utilities (Municipal Railway continued)

The Railway touches all of us on a person-to-person basis the moment we step aboard one of its vehicles. It is then that the Railway, in the person of the operator, has the opportunity to sell the service and to make a friend for the system. Similarly, the passenger, by his attitude and cooperation, can do much to keep his relationship with the operator and the Railway on a friendly basis. It is sad but true that there are patrons who are poised and ready to heap abuse and criticism on the Railway and its operators at the slightest, even trivial, incident. At times these criticisms are justifiable; often they are not. If Management finds that such an operator was in any way at fault, he is suitably disciplined. An operator becoming involved in an argument or dispute is, for the moment at least, definitely accident-prone, and this is not good.

The Committee is of the opinion that there is indicated the need for a thorough job of public relations whereby both the public and the operating personnel may be brought to a realization that the Railway is THEIRS; that since they are in fact co-owners of the system, they be urged to show patience and to exercise restraint one toward another when circumstances cause tempers to flare; that a spirit of cooperation between the public and personnel be encouraged in order to assist the Railway in providing the excellent service for which it is equipped; and lastly, to educate all concerned to accept the premise that there are factors beyond human control that can, and often do, nullify the Railway's potential to give good service at all times and under all conditions.

The Committee's conclusions as set forth above have their roots in the personal experiences and common knowledge of its members after consultation with the management of the Railway on the overall personnel situation.

Another serious problem confronting the Railway has to do with personal injury claims. In the opinion of the Committee, a vigorous attempt should be undertaken to effect a reduction in the cost of bodily injury and other claims, which for the calendar year 1959 amounted to \$1,284,000. This amount was paid to 1,953 claimants. Two-thirds of this sum (\$836,000) was awarded in the 285 cases that went into litigation, an average of \$2,935 per case. The Railway, through its Claims Department under Donald Mazzoni, settled 1,668 claims for \$448,000, or an average of \$268. It should be emphasized that the litigated cases representing less than 15% of the total number were costly to the Railway out of all proportion when compared with the cases handled by the Claims Department.

The Committee is in complete sympathy with those who suffer injury through the fault of the Railway. They are entitled to legitimate and reasonable compensation. On the other hand, the Committee is frankly critical of those persons who contrive to build up cases for minor or even fancied injuries and who press for and eventually become the recipients in the giveaway of large sums disproportionate to the extent and degree of the injuries. A classic example of this that came to the attention of the Committee is the case of a passenger who sustained injury while riding on a Railway vehicle. The



## Public Utilities (Municipal Railway continued)

Railway readily admitted liability. The medical expense of the injured person was less than \$150.00. The claimant demanded \$2,500. The Railway offered \$2,000 and this offer was declared a fair one by the court in the pre-trial hearing. In due course the case went to trial and the jury awarded a judgment of \$12,500.

The Railway finds itself in the same position as the automobile insurance companies. They, too, are caught in the squeeze brought about by too generous juries. The insurance carriers pass along to their policy holders in increased premiums the added and rising costs of these exorbitant judgments. The Railway does the same by including this expense in its annual budgets. In both instances it is the public who pays the bills. In passing, it might be well to mention that San Francisco has attained unwelcome notoriety as one of the "high judgment" cities of the United States, if not the "highest judgment" city.

Here again it is the opinion of this Committee that in respect to this matter of injury claims, a measure of relief might be obtained were the Railway to engage in a concerted and continuing educational publicity campaign to bring to the attention of our citizens and taxpayers what these claims are costing them each year.

The Committee believes that serious thought and careful consideration should be given by all in city government who have any responsibility for or interest in the operation of the Municipal Railway to the launching of a public relations campaign with these briefly stated objectives in mind:

1. To "sell" the Railway to our people. Patrons, non-riders, management, operating personnel--all are citizens and taxpayers; all share in its ownership and all contribute in some measure to the cost of its operation.
2. To encourage greater use of the Railway, especially during the off-peak hours. Increased revenues could mean a decrease in the tax-support subsidy.
3. To bring to the attention of the public the burden that rests upon the shoulders of the operators whose duty it is to conduct their passengers in safety and comfort to their destinations. If the patrons can be induced to view the responsibility of the operators in this light, it should influence them to be more tolerant, understanding and cooperative.
4. To promote within the ranks of the operating personnel an "esprit de corps" as a means of bringing to them an awareness that, in the eyes of the public, they ARE the Railway; that theirs is a calling of responsibility, and that the discourteous words or inconsiderate acts of omission or commission on the part of a few are sufficient to cast discredit upon all who wear the uniform, and upon the Railway itself. The idea of the "Muni Man of the Month" was a step in the direction of good personnel relations.
5. To urge upon patrons and operators alike the need to be informed about the high cost of injury claims so that they may take every safety precaution to bring about a lessening of the accidents which result in these claims. This applies to motorists as well, who should be asked to drive with greater care when in the proximity of moving Muni vehicles and when approaching and passing curb-side loading zones. For instance, a thoughtless, reckless motorist can cause a Muni operator to bring his vehicle to an abrupt emergency stop with possible injuries to his passengers.





## Public Utilities (Municipal Railway continued)

6. To impress upon our people the serious situation that now exists with respect to the awarding of unreasonably high judgments in litigated cases. Certainly after proper enlightenment, it is to be assumed that jurors who are taxpayers, and even those who are not, will restrain their generous instincts and hesitate before awarding to an injured claimant a sum of money far beyond that which is reasonable and just in the circumstances. Anything excessive is a "giveaway," and to satisfy such judgments means money out of pocket for every taxpayer in San Francisco.

The foregoing is a brief summary of what the Committee has in mind. It is one that can be broadened under the direction of those who possess the knowledge and experience to develop and carry out a campaign of this sort. The Committee is of the conviction that if a program such as is suggested is properly presented and sustained over a reasonable period, it cannot fail in its objectives to bring the Railway closer to its patrons and to the operating personnel. Further, in bringing the whole Muni operation before the public in proper perspective, there should result a material reduction in accident and injury claims.

True, this may appear to be a costly venture, but if it has the effect of lessening the tax subsidy burden to any major degree, then it would be well worth the effort and the price.

Perhaps a word should be said about rapid transit. As this report goes to press, such a system for the bay counties is under study. To what extent San Francisco will share in the physical aspects of the project is not now definite. If the San Francisco metropolitan district expects to fulfill its destiny in keeping with the growth of the West Coast, certainly there will be the need for a thoroughly modern means of quick travel between all sections. Our City will always remain the focal point of interest in the area, and whatever form of rapid transportation is devised to bring our neighbors close to us will be of material benefit to San Francisco.

Rapid transit probably is many years away. However, the idea in its broad concept is worthy of the continued thinking and planning of those eminently qualified in that field of engineering.

Our Municipal Railway has the every weekday task of providing transportation for some 655,000 riders. To accomplish this it puts over 800 vehicles on the road to travel an aggregate distance of nearly 700 miles of scheduled routes on its 65 lines. It makes over 500,000 stops to take on and discharge passengers. As your Committee views it, this is a sizable undertaking, considering the traffic conditions within the city limits. It is the conclusion of the Committee that the railway is serving the City well despite handicaps such as terrain, congested streets, etc., under which it is required to operate.



Public Utilities (Municipal Railway continued)

The Committee wishes to express its thanks to former General Manager Charles D. Miller, to General Manager Vernon Anderson, to General Claims Agent Donald Mazzoni, to Director of the Bureau of Personnel and Safety Paul J. Fanning, to Superintendent of Equipment Victor C. Peterson, to William Simons of the Bureau of Public Service, and to all the department heads and their subordinates who so patiently answered our many questions and who so graciously and proudly conducted the Committee through their respective domains. It was a rewarding experience.

To Charles D. Miller, former General Manager, now retired after serving the Muni and the Market Street Railway Co. for a total of 52 years, go the wishes of the Committee for many years of good health and happiness to enjoy his well earned rest.

To his successor, Vernon Anderson, the Committee extends its compliments and, knowing his background of service in the Railway's Management staff, expresses its confidence that his tenure will be a long and fruitful one.

JOSEPH C. CONNELL, Chairman

RICHARD M. KING

LOUIS J. ROCCA



## TREASURER

The Treasurer is an elective officer, and his duties are set forth in the various codes of the State of California and the Charter of the City and County of San Francisco. Probably the most important section of the law is Government Code Sec. 27000, which has to do with the custody and payment of moneys. Under this section the county treasurer is charged with the responsibility to "receive and keep safely all money belonging to the county, and all other money directed by law to be paid to him" and apply and pay these funds out, rendering accounts as required by law.

It stands to reason that the Treasurer, to accomplish his work and properly perform his duties, must have the necessary equipment and space in which he and his staff can work. It has come to the attention of this Committee that the Treasurer's office is in need of modernization. There has been included in the budget of this department, for a number of years, a request for funds to do this work. Of especial need is an area in which to properly store the ever increasing number of Retirement Fund bonds.

In addition to the other bonds that must be kept and processed through the Treasurer's office, there is presently \$260 million in Retirement Fund bonds. These are issued in \$1,000 denominations, which means that there is close to 260,000 bonds which the Treasurer must properly store and catalogue. As the Retirement Fund grows, more bonds must be purchased, catalogued and stored. This Committee found that the area in which certain issues are contained is so restricted that the bonds are not, and cannot be, properly arranged. It is necessary for the staff of the Treasurer's office to work almost continuously with these bonds in processing them or in detaching the coupons, and it is almost impossible to do this work in the restricted area available. This Committee recommends that this situation be remedied as soon as possible, in order that the Treasurer and his staff be given every opportunity in the matter of space and equipment necessary to accomplish the work which is their responsibility.

Included in this report are several tabulations indicating the activities of the Treasurer's office for the fiscal year 1959-60

We wish to commend Mr. John J. Goodwin, Treasurer, and his entire staff on a job well done, and for the time and cooperation so courteously extended to this Committee

FERD H. LACHMAN, Chairman

CHARLES LUNDY

JOSEPH MAZZOLA.



# Treasurer (continued)

Following is a comparison of expenditures and revenues within the original budget appropriations:

<u>Expenditures</u>		
<u>Item</u>	<u>Budget Allowance</u>	<u>Expenditures</u>
Permanent Salaries	\$132,420	\$124,688
Overtime	170	97
Temporary Salaries	-0-	360
Contractual Services	20,274	22,167
Use of Employee Cars	350	429
Materials and Supplies	<u>1,453</u>	<u>912</u>
	\$154,667	\$148,653

<u>Revenues</u>		
	<u>Budget Estimate</u>	<u>Actual</u>
Interest Earnings	\$1,100,000	\$1,820,623
Commission on Inheritance Tax Collected	50,000	50,000
Fees	<u>150</u>	<u>208</u>
	\$1,150,150	\$1,870,831

Receipts . . . . . \$361,760,510  
Disbursements . . . . . 372,816,872

Total Treasurer's Earnings (above) . . \$ 1,870,831  
Cost of Operating Treasurer's Office. . 148,653

Excess of Revenue over Operating Costs-  
deposited in General Funds . . . . . \$ 1,722,178

Inheritance Tax Collections . . . . . \$8,548,539

## Included in Disbursements:

502,000 bond coupons paid. . . . . \$ 6,287,171  
21,478 bonds redeemed . . . . . 21,478,000

## Comparison With Fiscal Year 1958-59

Interest Earnings, 1958-59 . . . . .	\$1,657,945	Percentage of Increase
" " 1959-60 . . . . .	<u>1,820,623</u>	
Increase. . . . .	\$ 162,678	.098120
Receipts, 1958-59 . . . . .	\$328,222,337	
" 1959-60 . . . . .	<u>361,760,510</u>	
Increase. . . . .	\$ 33,538,173	.1021
Disbursements, 1958-59. . . . .	\$335,131,343	
" 1959-60. . . . .	<u>372,816,872</u>	
Increase. . . . .	\$ 37,685,529	.1124

Securities in Treasurer's custody on June 30, 1960:

Collateral bonds to secure bank deposits.....\$181,257,000  
Bonds belonging to S.F. Employees Retirement Fund. 248,485,700

During the fiscal year, the Treasurer's deputies opened, examined and listed the contents of approximately 3100 safe deposit boxes and issued approximately 17,500 consents to transfer bank deposits, securities, etc. to heirs, joint tenants or legatees.





## TRAFFIC

As mentioned in our previous reports, this bureau of the Police Department has been handicapped on account of its crowded conditions in all departments. Nevertheless, under the able supervision of Director Thomas Zaragoza, Captain Edward Moody, and their traffic analyst, Sergeant Mitchell, the Bureau is, and has been, running very efficiently. Around April 1st of next year the Bureau will be all under one roof when it is moved to the new Hall of Justice. After transferring to its new quarters, under the direction of Chief Thomas Cahill, a reorganization of the Bureau is planned.

As with the nationwide trend, San Francisco's traffic problem is increasing each year. Motor vehicle registration in San Francisco has increased more than 63% over that of 1946. Cordon counts of traffic entering the Metropolitan Traffic District of San Francisco from 7 a.m. to 7 p.m. on a typical weekday show: 1947, 228,745 vehicles; 1959, 316,000; 586,732 persons in 1947, 671,462 in 1959. In 1946, 12,546 motor vehicle accidents were reported to the police, 131 persons were killed in traffic, and 4,907 were injured; in 1959, there were 19,589 motor vehicle accidents in which 86 persons were killed and 7,834 injured. A conservative estimate of 1960's accident experience would be 19,719 accidents, with 81 fatalities and 7,917 persons injured.

In the core of the Metropolitan Traffic District during a typical weekday, traffic is being moved at a volume equal to approximately 65% of theoretical capacity from 7 a.m. to 9 a.m., 76.3% from 9 a.m. to 4 p.m., and 62.3% from 4 p.m. to 6 p.m.

To effectively cope with the growing problem of traffic, the Police Department must provide 1) first-rate investigations of all traffic accidents; 2) a selective enforcement program which will minimize accident experience; 3) a level of parking regulation enforcement which will insure the maximum, equitable, and legal utilization of existing on-street parking facilities; and, 4) a level of traffic direction by fixed-point traffic control officers, in adjunct to the mechanical traffic control signal system, which will insure a maximum safe flow of traffic in congested areas.

At the direction and under the supervision of Chief Cahill, and for the first time since its inception, a complete reorganization of the Traffic Bureau has been developed to most effectively cope, from a police standpoint, with San Francisco's traffic problems as they presently exist. The Police Commission has approved this re-organization.

Director of Traffic: This position is proposed to be re-designated as Deputy Chief in Charge of Traffic, in order to attain a better coordinated and more effective department-wide traffic control program. The submission and successful passage of a charter amendment is necessary to make this change, which substitutes a position of greater responsibility and scope, without additional cost, as the pay schedules for Director of Traffic and Deputy Chief are the same.

Under the proposed re-organization:

1. The Deputy Chief in Charge of Traffic, with the assistance of his staff, can be held responsible for all operational planning in the field of traffic for the entire department, thus relieving district station captains of this time-consuming phase of their traffic supervision responsibilities (which are in adjunct to those of the Traffic Bureau).



## Traffic (continued)

2. The traffic accident prevention principles of selective enforcement can be effected on a department-wide base (enforcement applied as to time, place, and cause of accident experience). At present, district station traffic enforcement is applied by chance observation of traffic violations while the Traffic Bureau primarily applies traffic enforcement on a selective base.

3. The Deputy Chief in Charge of Traffic can be held responsible for establishing a parking enforcement program of city-wide scope which will insure maximum equitable legal utilization of on-street parking facilities. At present there is no centralized responsibility of assessing city-wide levels of parking enforcement; rather, areas of responsibility are designated separately for the Traffic Bureau and the district stations.

Captain of Traffic: The duties and responsibilities of this position have been re-defined; in the absence of the Deputy Chief in Charge of Traffic, the Captain of Traffic assumes command responsibility; otherwise he functions as the Executive Officer of the Traffic Bureau.

Traffic Bureau Staff: The staff of the Traffic Bureau has been increased from four to six sections. By adding an administrative section for the Bureau, a central filing system will be established, a reports control method instituted, the Deputy Chief in Charge of Traffic and the Captain of Traffic are relieved of making time-consuming decisions in minor, routine operational matters, and a time saving provision is made for the dictation of correspondence and operating procedures by these two ranking officers. The addition of a motorcycle maintenance section removes the motorcycle inspection sergeant from an organizational position which is presently subordinate to a platoon commander whose equipment he is inspecting; this new staff section will also dispatch staff vehicles from a motor pool operation so as to achieve greater economy in vehicle usage. The Inspector of School Patrols is relieved of his present added function of supervisory control of the Traffic Education Detail so as to permit a concentration of the inspector's efforts on the serious problem of reducing child accidents. The traffic education function has been included in a newly designated section, "Traffic Public Relations," with a mission of not only providing traffic education, but attaining a public understanding of, and cooperation with, the police function in traffic matters. By relieving the Police Department of its present responsibility of making recommendations as to the installation of various parking zones (a responsibility which was transferred by charter amendment to the Department of Public Works) the increased staff functions will be performed with three patrolmen less than presently assigned. However, three clerk-typists have been added to the staff sections to absorb clerical duties and thus free staff officers for field traffic activities.

Two line divisions are proposed in lieu of the present four platoons: A "Traffic Enforcement and Investigation Division" to replace the present Accident Investigation and Solo Motorcycle Platoons and a Traffic Congestion and Parking Control Division to replace the present Fixed Post and 3-wheel motorcycle platoons.



## Traffic (continued)

Traffic Enforcement and Investigation Division: A commissioned officer commanding this division will provide the over-all supervision and coordination of three major intra-dependent activities: on-scene accident investigations, hit and run accident follow-up investigations, and the application of the principles of selective enforcement in preventing accidents. Presently the Director of Traffic must provide supervision coordination in the foregoing activities by having three unit commanders reporting to him; the re-organization eliminates this situation, which is equivalent to a battalion commander commanding a company, in addition to his other duties.

Three lieutenants are to be assigned the three Enforcement and Investigation Platoons so that around-the-clock lieutenant supervision is provided for accident investigation and solo motorcycle enforcement personnel, rather than the present situation wherein one lieutenant supervises the solo motorcycle personnel for an eight-hour watch and one lieutenant supervises the accident investigation personnel for an eight-hour watch.

Station-keeper sergeants will be provided for each of the three enforcement and investigation platoons; this will relieve the lieutenants of paper work demands, and will permit them to apply their supervision where it is most needed - in the field.

As two platoon headquarters are welded into one, a reduction in police office personnel is realized. A further reduction is gained by replacing office policemen with civilian clerks; however, a complete replacement is not achieved, as civilian clerks are not available for weekend or night work.

Solo motorcycle patrol sergeants continue to supervise solo motorcycle officers and accident investigation patrol sergeants continue to supervise accident investigation personnel; this is necessary due to the specialized requirements at the level of supervision.

The Hit and Run Detail is to be commanded by a lieutenant of police rather than, as at present, a senior inspector. With over 20% of the reported accident experience being in the hit-and-run category and approximately 43% of the known hit-and-run experience resulting in arrests, it is evident that the Hit and Run Detail requires supervision at the level of lieutenant of police. By assigning two civilian clerk stenographers to this detail, reports can be dictated and investigators can spend a maximum of their time in field investigation. In addition, these two civilian clerks will relieve two policemen of office assignments in the clerical handling of revoked license cases.

Congestion and Parking Control Division: This welds two platoon headquarters, fixed-post and three-wheel motorcycle, into one. By designating a lieutenant as division commanding officer, one lieutenant is made surplus for assignment to the Enforcement and Investigation Division. Two senior sergeants who are designated as Platoon Commanding Officers will be primarily engaged in field supervision of both fixed-post and three-wheel motorcycle officers; the patrol sergeants, with three-wheel motorcycles as their mode of patrol sergeants, will also exercise dual functional supervision in separately specified areas of responsibility in the field. This will eliminate the present



# Traffic (continued)

situation where there are two types of work are made in dependence, can be made in supervision. By making the eliminated as office work, the

There has been a change in the Bureau since the current estimate of the Bureau, however,

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## CORONER'S OFFICE

There were 4,088 cases handled by the Coroner's Office during the past fiscal year, ranging from death from natural causes through accidents, suicides and homicides. The Coroner's Office functions seven days a week, twenty-four hours a day. The budget for the past fiscal year was \$202,046, which includes the services of Dr. Henry W. Turkel, Coroner, six investigators, five ambulance drivers, six clerical persons, three Autopsy Surgeons, one Pathologist, one Toxicologist, one Assistant Toxicologist, two laboratory technicians, two and one-half morgue attendants, and one Court Reporter.

When Dr. Turkel was appointed Coroner in 1953, the department was not well maintained. Through his efforts it is now well administered, and equipment and facilities are immaculate. He has visited numerous Coroner's Offices throughout the country and has profited from these visits.

At the present time the new Hall of Justice Building is being completed. This will accommodate the Coroner's Office, and Dr. Turkel has been continually in touch with the architects and contractors in order that his department will be ideally set up to function efficiently. He believes when they move into the new building there will be greater economy and he plans to use a considerable part of the present equipment.

Because of the obvious efficiency and good administration of the Coroner's Office, this Committee does not feel justified in making any recommendations. It feels that Dr. Turkel is extremely capable and well able to handle the functioning of the Coroner's Office.

RICHARD M. KING, Chairman

ROBERT A. LURIE

LEWIS H. SORINI.



## PURCHASER OF SUPPLIES

The Purchasing Department purchases materials and supplies, equipment and contractual services for all departments for the City and County, including city-owned utilities, and the San Francisco Unified School District; repairs and maintains automotive and other equipment for the various departments except Public Utilities and for the School District as requested; operates a central tabulating and reproduction bureau for departments requiring its services; transfers to other departments for use or sells equipment and supplies no longer useful to any department of the city; maintains a perpetual inventory of equipment in the various departments; and operates central stores of the Purchasing and various other departments.

During the fiscal year 1959-60 the department issued 44,063 purchase orders, totalling \$17,604,673, maintained 26 storerooms, sold \$110,275.54 surplus city property in 16 sales, did 7284 shop jobs and expended \$212,619.83 on reproduction and tabulating. Purchasing was conducted for all city departments, shop operations for 54 departments and reproduction and tabulating for 55 departments.

This committee inspected physical facilities and interviewed the department and bureau heads and were very favorably impressed. Everything was found in good form with every effort being made to spend the taxpayers money wisely and efficiently, however, it appeared that some operations could be improved and recommends that the following - now being proposed by the Purchasing Department - be given prompt and careful attention, to be accomplished as soon as possible:

1. Establish within the department a Bureau of Standards, to: determine usage standards for all departments; check whether material and equipment received meets purchase specifications; and study improvements in purchasing methods and procedures.
2. Move Blue Print facilities from 5th floor to basement of City Hall to consolidate operations for better efficiency and control.
3. Establish definite policies for control of and replacement of equipment.
4. Provide additional office space for the Purchaser's operations at the City Hall. Work cannot be performed efficiently under the present over-crowded conditions.
5. Expand the use of data processing equipment in purchase order work and statistical work.



Purchasing (Continued)

We wish to commend Mr. Ben Benas, former Superintendent of Sewer Repair and Sewage Treatment, appointed Purchaser of Supplies, by Mr. Sherman P. Duckel, Chief Administrative Officer, in April 1959; his assistant Mr. T. F. Conway, Chief Assistant Purchaser of Supplies; bureau heads and the staff for the courtesy shown this committee and for their efficient department operations. We feel that public monies are being well expended.

FERD H. LACHMAN, Chairman

JOSEPH P. MAZZOLA

CHARLES A. LUNDY



## PUBLIC DEFENDER

Edward T. Mancuso, Public Defender for the City and County of San Francisco, with offices located at 700 Montgomery Street, gives a much needed service in providing defense for indigent persons who are accused of crime. His office is charged with the responsibility to see that each defendant is granted a fair and impartial trial and receives every protection of the law to which he is entitled.

Through the efficient manner in which the Public Defender's Office is conducted, felony cases were expedited and disposed of as follows:

	<u>1957-58</u>	<u>1958-59</u>	<u>1959-60</u>
30 days or less	25%	43%	45%
31 to 60 days	42%	35%	33%
61 to 90 days	20%	14%	15%
Over 90 days	13%	8%	7%

These statistics are based on the time from his arraignment and until the defendant is actually sentenced and all motions for new trials and appeals are finally disposed. They also take into consideration the time after trial and before sentence in waiting for reports on Motion for Probation or Pre-Sentence Reports. This period of time is 3 weeks.

The expedience which the Public Defender's Office was able to bring felony cases to trial saved the County considerable money and prevented clogging of court calendars.

We were highly impressed with the fact accused who are unable to raise bail now have their cases expedited. This has been accomplished by the shortening of time between arrest of the accused and the actual disposition of the case in the criminal courts. This results both in relieving the accused of unnecessary incarceration and savings to the taxpayers attributable to the costs of extended confinement.

The Committee, after checking the duties and responsibilities of the Public Defender's office wish to take this opportunity to express our thanks and appreciation for the cooperation we received from him and the personnel of his office. His office consists of the following personnel:

- Public Defender
- Chief Assistant Public Defender
- 2 principal attorneys criminal, handling felony cases in the Superior Court
- 4 senior attorneys criminal, handling misdemeanor cases and preliminary hearings of felony cases in the Municipal Court; also handle felony cases in the Superior Court.





## Public Defender (Continued)

- 1 trial attorney criminal, handling misdemeanor cases and Preliminary hearings of felony cases in the Municipal Court.
- 1 investigator
- 1 Confidential Secretary - legal
- 1 General Clerk-Stenographer
- 1 Typist

The attorneys devote full time to their duties and are not permitted to carry on private practice.

The Public Defender has been utilizing a system of internship for qualified law students and attorneys who serve without pay on a voluntary basis in assisting the Public Defender in the handling of the work in the office.

This has been a salutary program which has not only resulted in savings to the community but has enabled better representation of indigents. Unfortunately, the office space allocated to the Public Defender is totally inadequate for the case volume handled. Additional space would allow expansion of the internship program with consequent increase of the services which could be provided by the Public Defender with the existing paid staff. We anticipate, however, that this handicap will be eliminated when the office is moved to the new Hall of Justice.

It must be emphasized that the work of the Public Defender in the defense of indigents is not performed in a mechanical fashion. The staff of the Public Defender is zealous in their representation of indigents and have successfully represented them in contested court and jury trials winning a high proportion of the cases assigned to them.

When it is realized that the Public Defender has handled the cases of indigents at an approximate cost of \$23.82 per defendant and only \$9.45 per appearance, and has won a substantial proportion of the cases against the vigilance of the District Attorney it is the opinion of the Committee that Mr. Mancuso and his staff should be complimented on the efficiency of the office and its accomplishments during the previous year.

Perhaps the only tangible suggestion for improvement that can be made by the Committee is to explore the possibility of establishing a procedure to acquaint those confined or arrested, at the time of arrest, with the services and functions of the Public Defender's Office. All too frequently indigents are arrested, held in jail at public expense until arraignment before the Court, at which time the case is referred to the Public Defender for representation. Of necessity the Public Defender must arrange a continuance in order to investigate the offense and confer with the accused. This results in unnecessary expense to the City which could be obviated if the Public Defender could establish contact with



Public Defender (Continued)

indigents desiring the services of his office at the time of arrest. Perhaps, through conference with the Police, office of the District Attorney and Judges, a method could be devised to more expeditiously bring the Public Defender's office into immediate contact with those indigents likely to use the services of his office.

JOSEPH P. MAZZOLA, Chairman

ROBERT A. LURIE

JOHN W. SHERRY



## RETIREMENT SYSTEM

The San Francisco City and County Employees' Retirement System, through its Workmen's Compensation Division, has the duty of administering workmen's compensation benefits to approximately 25,000 employees of the City and County of San Francisco in accordance with Workmen's Compensation Law as provided by the Labor Code of the State of California, and Section 172 of the Charter of the City and County of San Francisco. In addition, the Workmen's Compensation Division selects reference physicians for medical opinions in the cases of out-of-town residence applicants, and also the selection of reference physicians and interpretation of their medical opinions in the case of civil service applicants with impairments deemed sufficient to constitute a liability as employees. This division is also held responsible for the administration of Ward 45, San Francisco General Hospital, including two Retirement System physicians, who, in addition to other duties, regularly conduct an out-patient clinic for city employees injured in the course of or as a result of their employment.

Injuries to an employee arising out of and in the course of his or her employment, are reported in accordance with Workmen's Compensation Law, both by the employer (in the case of the City and County the department is requested to make a report of such injuries), and also by the attending physician if medical care is provided for the reported injury.

If no expense is chargeable to an injury or illness the reports are filed. However, if the injury or illness requires payment for medical care or disability indemnity, the Workmen's Compensation Division is obligated to follow the claim to ascertain the validity of such claims in order that liability is clearly established, and if so, that adequate care is provided the injured or ill employee; that all necessary benefits are paid and that excessive benefits are not paid. The case is also followed for subrogation purposes if there is any confirmation that the injury resulted from the liability of a third or outside party.

In the fiscal year just ended, namely 1959-1960, 3,874 claims were received and processed. Cost resulting from these claims were in excess of \$3,000,000 (a direct cost to the City and County of San Francisco) made up of such items as hospital and medical bills, disability leave pay, reserves set aside for those retired as a result of industrial injury or illness, plus cost for which no figures are available, such as sick leave granted employees to supplement their disability leave allowance and the costs attendant to the replacement of employees on disability leave.

Presently the Retirement System administers this program with a Workmen's Compensation Division staff of one Compensation Claim adjuster, three General Clerk-Stenographers, and two General Clerk-Typists. Notably absent of course are the positions of Claims Investigators.



Retirement System Continued

Considering the volume of claims with relation to the loss of the staff and particularly regarding the employees of the technical employees, the review of the employees is being made to a necessity be noted. It is also noted that without an investigative staff considerable assistance must be given in the reports of employees, departments, and organizations.

The Retirement System's Compensation Division is identical in scope to an insurance company and certainly an insurance company could rely entirely on information submitted to it relating to mortality and morbidity without investigation by its own investigators. The investigators would also be able to make the record of employees and their families in order to make the necessary adjustments in the system. It is also noted that the Retirement System is not a profit making organization and that the employees are not to be paid for the services they render.

It must be noted that in order to make the system workable the Retirement System must be able to pay the employees of the system and must be able to pay the employees of the system. It is also noted that the Retirement System must be able to pay the employees of the system and must be able to pay the employees of the system. It is also noted that the Retirement System must be able to pay the employees of the system and must be able to pay the employees of the system.

There is in the opinion of this Committee a great need for investigation in the Retirement System. It is noted that the Retirement System must be able to pay the employees of the system and must be able to pay the employees of the system. It is also noted that the Retirement System must be able to pay the employees of the system and must be able to pay the employees of the system. It is also noted that the Retirement System must be able to pay the employees of the system and must be able to pay the employees of the system.

In the opinion of this Committee there is a need for at least two investigators in the Retirement System with a salary range of approximately \$2,000 per year.

A financial statement will show the Retirement System. It is noted that the Retirement System must be able to pay the employees of the system and must be able to pay the employees of the system. It is also noted that the Retirement System must be able to pay the employees of the system and must be able to pay the employees of the system. It is also noted that the Retirement System must be able to pay the employees of the system and must be able to pay the employees of the system.





## Retirement System (Continued)

The cost of disability is extremely high and the salary of two investigators who would be able to reduce that high overhead would be a worthwhile addition to the Retirement System. It is the firm recommendation of this Committee that two Investigators be assigned immediately to the Retirement System.

This Committee has great admiration for the work being accomplished by the Retirement Board and System in the face of mounting financial difficulties. This Committee would like to extend its appreciation to the officials of the Retirement System; President of the Board, Martin F. Wormuth, Vice-President, Philip S. Dalton, Directors, William T. Reed, James Hamill, Dr. Charles Ertola, Norman Wolff, Daniel Diez, and Daniel Mattrocce, Secretary.

FERD LACHMAN, Chairman

CHARLES A. LUNDY

JOSEPH P. MAZZOLA



## POLICE DEPARTMENT

On September 12, 1960, this Police Committee submitted an interim report to the 1960 Grand Jury following extensive and intensive examination of the San Francisco Police Department, its policies, its methods, its personnel and its general operation. This report, in its entirety, is set forth herewith to be incorporated in this final report of your Police Committee.

Subsequent frequent examination of the Police Department has served to forcibly augment and strengthen this Committee's opinion as to the excellent job being performed by the Police Department and its members, often under extremely hazardous and difficult conditions.

This committee has, in the course of its term, been highly pleased with the cooperation shown it by the San Francisco Police Department, its Commission, Chief, Officers and Members. We have found the Police Department to be completely dedicated to providing the highest quality of public service that this city has ever known. We have observed at first-hand, the functioning of every unit of this department. We have, on numerous occasions, visited the Hall of Justice, we have inspected District Stations, we have spent time on motorized patrol with the men of the department, and we have observed the very sincere and commendable efforts the Police Department has made in investigating and taking necessary action when misconduct of members of the department has come to its attention. It is particularly gratifying to the members of this committee that the Police Department itself was responsible for investigation and subsequent disciplinary action taken against police personnel who had become involved in various forms of misconduct. The Police Committee has found that discipline and morale in all ranks of the department are at a desirably high level. We have found a Chief and a Department working constantly toward higher standards and better means to accomplish the ends to which the San Francisco Police Department is dedicated.

Operation "S", the Police Department's answer to areas of high crime incidence is, in this body's opinion, still the most formidable weapon advanced by a police force in recent years to combat and check the current trend toward increasing crime.

The men appointed to this unit are picked from every branch of the department and reflect the success of the Police Department's increasing selectiveness in accepting of recruits for police service, the thorough training given and the tightened discipline throughout the department. All of these things, we feel, have led to an increased "esprit de corps" in the Police Department with a corresponding rise in morale in the individuals.

The members of the Police Committee of this Grand Jury, to determine the effectiveness of Operation "S", attended a briefing of the men prior to their going on duty, and accompanied them on patrol. Each of us was highly impressed with the thoroughness shown in



## Police Department (continued)

investigations, interrogations and apprehensions made by the men of this unit. Their manner of approach to the citizens of this city, their conduct in conversation with them, and we are sure, the impressions left with them, were highly favorable to the department they so ably represent.

The Police Committee, and all members of the Grand Jury, have been particularly impressed with the appearance, competence and manner of presentation of evidence on the part of Police Department personnel appearing before the Grand Jury as a body. These men have presented their cases with professional poise, thoroughness and exactitude.

A recent ill-advised suggestion that District Stations be consolidated or closed is a matter of deep concern to this committee. Although our investigation of this matter has been necessarily limited in time and scope, it is quite clear and apparent to this committee that these district stations serve a definite purpose for the welfare of the citizens of San Francisco. We have examined the proposal to move the Central Station to a new location on Vallejo Street. It is our considered opinion that this new Central Station is a necessity for the proper policing of San Francisco. The Golden Gateway and all its redevelopment, Chinatown, North Beach and upper Grant Avenue are all within the confines of this police district. To fail to establish this station at this time would definitely result in economic loss when such station were established at a later time.

This body extends its congratulations to Chief Cahill on the success of the Police Department selection and recruit training program. In 1958 1,100 individuals filed for the police entrance examination, 278 passed the written examination and 113 were certified as eligible for appointment. In 1960 1,325 filed for the examination, 208 passed the written examination and 80 were certified as eligible for appointment. It is to be noted that these 80 will now be subject to a very intensive background investigation conducted by the Police Department itself. Following such complete background investigation, successful applicants are assigned to the Police Academy to participate in the recruit training program. This 14-week course, the longest and most comprehensive in the nation, could well be held up as the ideal police basic training course in the United States.

One of the most significant tests of the efficiency of a Police Department is the presence or absence of organized crime. San Francisco is particularly free of any form of organized crime and such absence is indeed a credit to the officers and men of the San Francisco Police Department.

New administrative practices within the Police Department have resulted in a well oriented and integrated department, united in its objectives and more capable of attaining the ends toward which it is aimed, the reduction to an irreducible minimum, of crime in San Francisco.



Police Department (continued)

To the Interim Report must be added this Police Committee's full and unqualified endorsement of Chief Cahill's plan for the realignment of district boundaries. This committee strongly urges the retention of district stations, since we feel that they are a necessary and essential factor in the police mission to protect life and property. However, after careful and thorough perusal and study of Chief Cahill's plan to eliminate the Park Station and relocate the Central and Potrero Stations, coupled with the realignment of all district boundaries, this committee concurs with and strongly recommends the expeditious implementation of this plan. It represents a detailed, careful, professional approach to the police problems confronting the people of San Francisco.

This committee has observed the progress of the building of the new Hall of Justice. We were particularly impressed by the facilities which will be available in the city prison area. They will eliminate the present overcrowded conditions. The remainder of the police facilities within the new Hall of Justice indicate careful and detailed planning for the better functional utilization of personnel and equipment.

This committee wishes to thank the Police Commission, Chief Cahill and the officers and men of the San Francisco Police Department for their devotion and dedication to duty under conditions which, at best, are not too pleasant. The people of the City and County of San Francisco should continue to actively support their police department so that San Francisco may maintain its position as one of the safest cities in which to live.

RICHARD M. KING, Chairman

LEWIS H. SORINI

ROBERT A. LURIE





## JUVENILE DEPARTMENT

The San Francisco Juvenile Court Department, which is located at the Youth Guidance Center, 375 Woodside Avenue, San Francisco, is composed of two separate divisions, namely, the Juvenile Court and Probation Department.

### JUVENILE COURT:

The judicial head of the San Francisco Juvenile Court is the Honorable Melvyn I. Cronin, Judge of the Superior Court. Two Referees, appointed by the Judge, assist in hearing cases requiring official action. Mrs. Edith Wilson is Referee for girl, neglect and girl truancy cases, while Mr. Harry Clervi is Referee for boy, traffic and boy truancy cases. Enough praise cannot be given to Judge Cronin for the manner in which he presides over the Juvenile Department. This city is very fortunate that a man of his qualifications and devotion is in charge of this Court. Also the two Referees and the staff of the Court have had many years of experience in this field, are to be highly commended for the outstanding work they are doing in this most important endeavor.

The Court performs numerous functions under provisions of the Welfare and Institution Code of the State of California. It has jurisdiction of all persons under the age of 21, who fall within the meaning of Sections 700 and 701 of the Code. Exclusive original jurisdiction, however, is exercised only over those under 18.

One of the most serious problems confronting the Court and Judge Cronin is the increase of the case load. The judge feels, and this Committee agrees, that the attention of the presiding judge of the Juvenile Court should be devoted entirely to Juvenile Court work - the problems of troubled children and their parents. At present it is impossible to handle the regular juvenile work with maximum attention, as a great deal of time is being given to cases involving adults.

In discussing this matter with Judge Cronin, he feels that the adult cases, which are crimes by adults against children, be returned to the Criminal Division of the Superior Court. Years ago interested groups forced the transference of adult juvenile cases to the Juvenile Court feeling that the environment of the Hall of Justice was not good for children and their families. At the time this was probably true, but with the new Hall of Justice soon to be completed, the reasons for this feeling should be eliminated. Judge Cronin feels that these cases could be absorbed by the three Judges in the Criminal Division. This would also do away with the involved procedure of transporting the adult to the Youth Guidance Center from City Prison or County Jail. The Judge further pointed out that in the majority of cases the juveniles who are witnesses are not in custody and therefore it would be just as easy for the family of the child to go to the Hall of Justice.



## Juvenile Department (continued)

Each month it is estimated the cases of 1150 juveniles are scheduled for hearings on the various Juvenile Court calendars. In addition, approximately 175 adults appear for pleas or trials on various charges. While the trials usually last only three or four days, none the less this greatly restricts the Judge as the Juvenile Court judge.

In 1950, 8,000 cases appeared on Juvenile Court calendar; for the first six months of this year the total was 7,000. The case load has increased to such an extent that the assistance of Superior Court Judge Francis McCarty was required for three months this summer to handle adult criminal cases to allow Judge Cronin to devote himself entirely to Juvenile Court cases.

This Committee strongly recommends that when the new Hall of Justice is completed, the adult cases involving juveniles be transferred from the Youth Guidance Center.

### PROBATION DEPARTMENT:

The Chief Probation Officer in this Department is Thomas Strycula. He is appointed by the Judge of the Juvenile Court and has under his jurisdiction the Probation Office, Juvenile Hall and the Log Cabin Ranch School.

Mr. Strycula's experience in this field is extensive and in the opinion of this Committee does a magnificent job in carrying out his duties, and we found him to be a dedicated worker.

This Department supervises court wards on a direct or agency cooperative basis and investigates all referrals. Such referrals, including (1) problem boys and girls, (2) neglect, (3) truancy, (4) step-parents and adoptions, (5) marriage and medical consents and armed service enlistment consents, (6) traffic violations, and (7) actions to free children permanently for adoption after their parents have disappeared and contact over a one year period has not been made.

#### Probation Office:

This Department is supervised by Mr. Chester Pampanin, who, in addition to his duties as Chief of this Department is also Assistant Chief Probation Officer. Mr. Pampanin's experience and knowledge in this field account for the excellent manner in which he performs his duties.

One of the major problems of this Department is the lack of Probation Officers. There is a desperate need for 12 additional Probation Officers, 2 Senior Probation Officers and 2 Transportation Officers and it is recommended by this Committee that these officers be approved by the Board of Supervisors. In a 13 year period only 5 Probation Officers have been added to the staff, during which time the work load has increased approximately 75%.



## Juvenile Department (continued)

The transportation of wards of the court to and from the Institution is presently conducted by the Probation Officers. Two Transportation Officers employed at a lower wage would help solve the problem, and it would allow the probation officers to concentrate on case investigations and supervision.

Another serious problem is the placement of non-delinquent children in foster homes. The main responsibility of accomplishing this is through private and public child placing agencies. There is a great need for more permanent foster homes. At present a foster family can receive a maximum of \$75.00 per month for caring for a child. It is recommended that a study be made to determine the adequacy of this amount and to develop methods to obtain more potential foster homes.

The following are statistics for the first 10 months of 1960 as compared to the same period of 1959:

### A. Referrals

	<u>Total Number</u>		<u>1960 Percent Change Over 1959</u>
	<u>1960</u>	<u>1959</u>	
Total Problem Referrals	3907	3370	15.9
Boys 3040		2587	17.5
Girls 857		783	10.7
Neglected Children <u>1586</u>	1608		- 2.6

### B. Average Number Under Supervision End of the Month

	<u>Total Number</u>		<u>1960 Percent Change Over 1959</u>
	<u>1960</u>	<u>1959</u>	
Problem Children	1560	1623	- 3.9
Boys	1122	1193	- 6.0
Girls	438	430	.1.8
Neglected Children	<u>2436</u>	<u>2227</u>	<u>9.3</u>

### Juvenile Hall:

Juvenile Hall is under the excellent and efficient direction of Elmer Gaetjen. Detention care is provided to children at Juvenile Hall when needed to insure court appearance, to safeguard the community and where it is deemed to be in the best interests of the child. There are nine cottages, 4 for the problem boys, 2 for problem girls and 3 for neglected children, which comprise the housing facilities for children requiring this service. While in detention, school age children attend school classes provided by the San Francisco Unified School District.

All children admitted to custody are given physical examinations. Medical and dental care is provided to children in



## Juvenile Department (continued)

the Hall. The psychiatric clinic provides services for children, designed primarily for diagnosis and consultation rather than for treatment.

The two biggest problems confronting the Hall are overcrowding and the need of the maximum security cottage. The Youth Guidance Center was completed in October 1950, with a capacity of 199. The average daily population in Juvenile Hall for the first ten months of 1960 was 254.0, while in a comparable time in 1959 it was 237.1. This is an increase in 1960 of 7.2% over 1959. In recent months the daily population has run between 260 and 270, and on one day attained a high of 301 inhabitants.

This overcrowding certainly is a deplorable condition. However, a tremendous help to remedy this situation would be the completion of a maximum security cottage. A brief history shows that in 1958 plans were drawn and approved for this cottage, to provide 25 bedrooms. Estimates showed the cost would be approximately \$155,500, which amount was appropriated by the Board of Supervisors. Because of many delays for various reasons, bids were not taken until early this year, and the low bid was \$233,000. Mr. Strycula worked diligently with Mr. Charles Griffith, City Architect, to modify the plans and specifications to eliminate all but the essential elements and to simplify the design in every way possible. To try to stay within the initial appropriation many bedrooms had to be eliminated. However, the Juvenile Committee and Judge Cronin stated that a minimum of 25 bedrooms was essential. Available funds for this cottage amount to \$155,479; there is an amount of \$28,319.05 available in the 1944-46 Youth Guidance Home Bond Issues, and the Juvenile Probation Committee has requested that this sum be appropriated to this project. A new bid has been obtained on the new plans, in the amount of \$198,500. This still leaves a deficit of \$14,701.95. On December 12, 1960, the Board of Supervisors gave initial approval of the appropriation of sufficient additional funds to make up this deficit, and it is expected that this will have final approval on December 19. It is strongly recommended by this Committee that this money be made available as soon as possible, and that the security cottage be completed in the shortest possible time.

## Log Cabin Ranch School:

Another division of the Probation Department is the Log Cabin Ranch School for rehabilitation of problem boys. It is located near La Honda in San Mateo County, 50 miles south of San Francisco.

The Ranch provides a regular school curriculum by the San Francisco School District, a farm program and an automobile mechanical course for beginners, and, most important, individual counseling for every boy on an extended basis. Each boy works one-half day on a special project, usually connected with maintenance or improvement of the premises, and one-half day is spent in the classroom.

A master plan to rebuild the Ranch has been approved and started. In the last two years a new Recreation Hall, dormitory, kitchen and dining room, and the Elmer Skinner Auto Mechanics Building, have been completed. The latter was erected by private contributions. The other facilities, especially the administration and classrooms, are in deplorable condition and constitute a dangerous fire hazard.





## Juvenile Department (continued)

It is recommended by this Committee that further work be started on the master plan, with the Administration Building receiving primary attention. It is suggested that interested city officials make visits to the School in order to get first hand knowledge of the conditions that exist, as well as of the wonderful work that is being done there.

The Committee on its visit was highly impressed with the work being done by Mr. Edward Chay, Director of the School, and his staff, and we congratulate them for the outstanding work they are doing. Also to be highly commended is the Golden Gate Breakfast Club of San Francisco, which has made the School its most important project, providing equipment and assistance in obtaining jobs for the boys, and frequent visits are made to the School by its members.

## The Volunteer Auxiliary

In 1950 the Volunteer Auxiliary was organized at the Youth Guidance Center. This is composed of more than 600 volunteer members who actively give their services in recreational, educational, cultural and spiritual programs for the children under the care of the Department. The members contribute financially through annual dues.

The Auxiliary has done a wonderful job to bring some degree of happiness and a feeling of security to these children. A good portion of their services are for the benefit of abandoned and neglected children, and this Committee highly commends them for their outstanding work.

In conclusion we wish to express our deep appreciation to Judge Cronin, to Mr. Strycula, and to the various division heads for their many courtesies and cooperation, and to commend them for the dedicated and devoted services they are performing under the difficult circumstances which exist at the present time.

ROBERT A. LURIE, Chairman

MRS. GRACE DUHAGON

MRS. BERTHA L. VAN VLIET









